DOCUMENT RESUME

ED 052 284 UD 011 670

TITLE	Hearings Before the Committee on Education and Labor, House of Representatives, Ninety-First Congress, Second Session on H. R. 17861. Oversight Hearings on Elementary and Secondary Education Programs.
INSTITUTION	Congress of the U.S., Washington, D.C. House Committee on Education and Labor.
PUB DATE	71
NOTE	993p.
AVAILABLE FROM	Superintendent of Documents, U. S. Government Printing Office, Washington, D.C. 20402 (Price not known)
EDRS PRICE	EDRS Price MF-$0.65 HC Not Available from EDRS.
DESCRIPTORS	Administrator Attitudes, Data Analysis, *Federal Programs, *Formative Evaluation, Government Role, *Program Descriptions, *Statistical Data, Summative Evaluation
IDENTIFIERS	*Elementary Secondary Education Act Title I, ESEA Title I Programs

ABSTRACT

This is the report of hearings on a bill to extend to June 30, 1978, the authorization for programs funded under the Elementary and Secondary Education Act of 1965, and for related programs. The statements of state and local officials, teachers, and other educators are included, as well as statistical data about and evaluations of the programs. (DM)

OVERSIGHT HEARINGS ON ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

HEARINGS
BEFORE THE
COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES
NINETY-FIRST CONGRESS
SECOND SESSION
ON

H.R. 17861

A BILL TO EXTEND TO JUNE 30, 1978, THE AUTHORIZATION FOR PROGRAMS UNDER THE ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965, AND RELATED PROGRAMS

HEARINGS HELD IN WASHINGTON, D.C., MAY 13, 14, 18; JULY 7, 8, 9, 15, 1970; LOS ANGELES, CALIF., MAY 23, 1970

Printed for the use of the Committee on Education and Labor
CARL D. PERKINS, *Chairman*

ED052284

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

UD011670

55-230

U.S. GOVERNMENT PRINTING OFFICE
WASHINGTON : 1971

COMMITTEE ON EDUCATION AND LABOR

CARL D. PERKINS, Kentucky, *Chairman*

EDITH GREEN, Oregon
FRANK THOMPSON, Jr., New Jersey
JOHN H. DENT, Pennsylvania
ROMAN C. PUCINSKI, Illinois
DOMINICK V. DANIELS, New Jersey
JOHN BRADEMAS, Indiana
JAMES G. O'HARA, Michigan
HUGH L. CAREY, New York
AUGUSTUS F. HAWKINS, California
WILLIAM D. FORD, Michigan
WILLIAM D. HATHAWAY, Maine
PATSY T. MINK, Hawaii
JAMES H. SCHEUER, New York
LLOYD MEEDS, Washington
PHILLIP BURTON, California
JOSEPH M. GAYDOS, Pennsylvania
LOUIS STOKES, Ohio
WILLIAM "BILL" CLAY, Missouri
ADAM C. POWELL, New York

WILLIAM H. AYRES, Ohio
ALBERT H. QUIE, Minnesota
JOHN M. ASHBROOK, Ohio
ALPHONZO BELL, California
OGDEN R. REID, New York
JOHN N. ERLENBORN, Illinois
WILLIAM J. SCHERLE, Iowa
JOHN DELLENBACK, Oregon
MARVIN L. ESCH, Michigan
EDWIN D. ESHELMAN, Pennsylvania
WILLIAM A. STEIGER, Wisconsin
JAMES M. COLLINS, Texas
EARL F. LANDGREBE, Indiana
ORVAL HANSEN, Idaho
EARL B. RUTH, North Carolina

(II)

ED025584

CONTENTS

Hearings held in—

Washington, D.C.:

- May 13, 1970 ... 1
- May 14, 1970 ... 63
- May 18, 1970 ... 117
- July 7, 1970 ... 233
- July 8, 1970 ... 303
- July 9, 1970 ... 653
- July 15, 1970 ... 839
- Dec. 7, 1970 ... 953

Los Angeles, Calif., May 23, 1970 ... 143

Statement of—

- Belt, Robert, supervision director, secondary Federal programs, Washington, D.C ... 46
- Bevill, Hon. Tom, a Representative in Congress from the State of Alabama ... 352
- Boyd, Gerbert A., principal of the John A. Logan Community School, accompanied by Carl Dockery, Jr ... 105
- Briggs, Dr. Paul, superintendent of schools, Cleveland, Ohio, accompanied by Mr. Peter P. Carlin, staff member ... 601
- Britton, Dr. Leonard, associate superintendent for instruction, Dade County, Fla ... 985
- Brockette, Dr. Marlin, deputy commissioner of education, Texas Education Agency, also, Dr. Leon Graham ... 276
- Brown, Gerald, principal, Cardozo High School ... 15
- Buchmiller, Dr. Archie, deputy State superintendent, Wisconsin; Dwight Teel, deputy superintendent of schools, Milwaukee, Wis., and Allan Nuhlicek ... 732, 819
- Cooper, Dr. Mildred, acting associate superintendent, division of planning, research and evaluation; and C. A. Neyman, Jr., Director, the George Washington University Education Research Project ... 63
- Couzzens, Frederick, principal, Harrison Elementary School, accompanied by Mrs. Shirley F. Holloway and Mrs. Mamie Bennett, teachers, Harrison Elementary School; and Miss La Tonya Jones and Miss Deana Sparder, schoolchildren ... 76
- Dent, Hon. John H., a Representative in Congress from the State of Pennsylvania ... 233
- Dick, Dr. Frank, superintendent of schools, Cleveland, Ohio ... 303
- Diggs, Gilbert, assistant superintendent, model school division ... 25
- Falcone, Rev. John F., coordinator of urban education, Catholic Office of Education, Archdiocese of Washington ... 51
- Fortenberry, Dr. John, assistant superintendent of schools, Little Rock, Ark., accompanied by, Dr. C. E. Morris, coordinator, title I, Little Rock, Ark ... 653, 817
- Fry, Dr. C. Brook, and Mrs. Susie Hawkins, staff personnel, Mental Health Section ... 224
- Henley, Benjamin J., acting superintendent of schools, Washington, D.C ... 128
- Hess, Dr. Anton, deputy superintendent and commissioner, basic education, State Department of Education, Pennsylvania. Accompanied by panel ... 243
- Hicks, Katherine, Maurice Butler, Thurlow Tibbs, and Joseph A. Baker, students at Cardozo High School ... 117
- Jacobs, Julius J., director, Food Services Department, D.C. Public School System ... 140

Statement of—Continued

Page
- Johnson, Louise, supervising director, title I pupil personnel services, accompanied by Mrs. Stuart and Mr. Weaver 90
- Labat, Margaret, principal, Garnet-Patterson Junior High School, Washington, D.C 96
- Leidecker, Catherine, assistant director, speech and hearing center 83
- Lopez, Dr. Leo, division chief, administrative unit; Mrs. Ruth L. Holloway, bureau chief, program development unit; Dr. Milton Babbitts, assistant division director; and Dr. Vincent Madden, bureau of program evaluation and research, staff personnel, State department of education, division of compensatory education 145
- Mann, Hon. James R., a Representative in Congress from the State of South Carolina 840
- Martin, Mrs. Veryl P., supervision director, elementary Federal programs 31
- Matson, Miss Helen, Miss Phalba Pitts, Mrs. Terry Turrell, Mrs. Angie Stockwell, and Mrs. Elizabeth C. Shapiro, teachers 194
- McAuliffe, Thomas B., associate superintendent curriculum and instruction, Boston public schools, accompanied by Daniel Coughlin, director, title I programs, and Joseph F. Carey, director, educational planning center 980
- McNair, Robert E., Governor of the State of South Carolina 839
- Mellown, Dr. W. E., coordinator, titles I, III, and V, Montgomery, Ala; Dr. C. C. Davis, superintendent, Etowah County Board of Education, Gadsden, Ala., accompanied by Mr. William Mayfield, administrative assistant, and State Representative J. M. Mays of Alabama 352
- Miller, Dr. Clyde, acting superintendent, public schools, St. Louis, Mo., accompanied by Dr. Gerald Moelner, director of evaluation research; Jerome Williams, district assistant, and Ernest Jones, deputy superintendent 962
- Minshall, Hon. William, a Representative in Congress from the State of Ohio 601
- Nearine, Dr. Robert, deputy superintendent of Hartford Public Schools, Conn 973
- Perry, Mrs. Marie D., principal, Cleveland elementary school, Washington, D.C 40
- Reed, Jeanette, assistant principal, Stuart Junior High School, Washington, D.C 87
- Rutherford, Douglas, Yvonne Rutledge, Kenneth Roberts, Essie Young, Burnette Minick and Thaddeus McCoy 70
- Seldon, Mrs. Marguerite, assistant superintendent, Department of Summer Schools and Continuing Education and Urban Service Corps 57
- Steiger, Hon. William A., a Representative in Congress from the State of Wisconsin 731
- Stokes, Hon. Louis, a Representative in Congress from the State of Ohio 601
- Sullivan, Dr. J. Graham, deputy superintendnet, instruction; William R. Anton, coordinator, title I, ESEA; Henry E. Boas, administrative analyst; Miss Shizuko Akasaki, assistant administrative coordinator; Walter J. Lansu, administrative coordinator; Dr. Robert Purdey, associate superintendnet, elementary education; Dick Hammerlie, director, federally funded programs; and Lionel Jupert, principal, staff personnel, Los Angeles city schools 161
- Taylor, Harris M., acting director of Federal programs, D.C. public schools 2
- Wells, Dr. Rodney, superintendent of public schools, Portland, Me 954
- Zepeda, Mrs. Rita, Earl Persley, Simuel Hummons, Mrs. Dorothy Rochelle, and Mrs. Connie Raya, community and parent representatives 209

Prepared statements, letters, supplemental material, etc.:

- Anderson, Thomas A., superintendent, Ross School District, Ross, Calif., letter to Chairman Perkins, dated July 7, 1970, enclosing an article entitled, "Massive Federal Aid and the Small School District" 648
- Boyd, Herbert A., principal, John A. Logan Community School, statement of 108

Prepared statements—Continued

Brademas, Hon. John, a Representative in Congress from the State of Indiana:

Page
“Comments About National Assessment,” an article entitled 853
“How Can National Assessment Reports Be Used by Educators,” an article entitled 854
“Knowledge of Government Shows Increase With Age Through School Years 9 to 17,” an article entitled 856
“National Assessment Funding,” an article entitled 862
“National Assessment Is Not A National Testing Program,” an article entitled 860
“National Assessment of Educational Progress: A Project of the Education Commission of the States” 863
    Summary of report 1—Science: National results 863
    Summary of report 2—citizenship: national results—partial 870
“Results of National Survey of Science Will Help Educators With Curricula,” an article entitled 861
“The Education Commission of the States,” an article entitled 859
“The Professional and Technical Leadership of National Assessment—Biographical,” an article entitled 858
“What Is National Assessment?” an article entitled 852

Briggs, Dr. Paul W., superintendent of schools, Cleveland, Ohio:

Child development project 608
Children-in-institutions project 610
Diagnostic reading clinic project 612
English as a second language project 614
Learning laboratories project 616
Letter to Chairman Perkins, dated August 12, 1970 638
Preprimary project 618
Production workshop project 620
Reading improvement project 622
Remedial mathematics project 624
Resident tutor project 626
Statement of 602
Summer school project 628
Talking typewriter project 630
Transition project 632
Britton, Dr. Leonard M., associate superintendent, for instruction, Dade County public schools, Miami, Fla., prepared statement of 986
Brockette, Dr. Marlin, deputy commissioner of education, and Dr. Leon Graham, assistant commissioner for administration, Texas Education Agency, prepared statement of 276
Brown, Gerald R., principal, Cardozo High School, statement of 15

Buchmiller, Dr. Archie, deputy State superintendent, State of Wisconsin:

“Annual Evaluation Report, Title I, State of Wisconsin,” a publication entitled 736
Federal funds received by Wisconsin local schools for the 1968–69 school year by congressional districts (table) 795
Group mean per-pupil expenditures for the five a priori groups of school districts (table) 792
“Impact of Title I on Education in Wisconsin,” an article entitled 796
Letter to Jack Reed, dated Aug. 11, 1970, enclosing drafts Public Law 88–352 and Public Law 91–230 incorporating the substance of H.R. 17846 822
Number of eligibles which determines State eligibility (table) 793
“Overall impact of Title I” as reported by LEA's (table) 799
Title I ESEA data (table) 734
Davis, Dr. C. C., superintendent, Etowah County Board of Education, Gadsden, Ala.: Equalizing multischool curriculum by technology 363

Prepared statements—Continued

Page
- Dick, Dr. Frank, superintendent, Toledo, Ohio, public schools:
  - "Behind Every Name," publication entitled ... 317
  - "Community/School Action Program," publication entitled ... 328
  - "Faith, Hope and Love," publication entitled ... 312
  - "Happiness Is A Library All Your Own," publication entitled ... 321
  - "Helping Teachers Teach . . ." publication entitled ... 314
  - "Operation Job Training and Motivation," publication entitled ... 322
  - "Operation Recover," publication entitled ... 326
  - " 'Outward Bound,' Toledo Style," publication entitled ... 315
  - Report and compilation of approved project budget moneys identified to program components assigned to qualified title I—ESEA schools ... 335
  - "Rx for Reading," publication entitled ... 310
  - "School Is Fun," publication entitled ... 332
  - Statement of ... 303
  - "The Unteachables," publication entitled ... 319
  - "You Can't Sit and Be Fit," publication entitled ... 326
  - "Your School Is Lighted Tonight and You're Invited," publication entitled ... 307
- Ford, A. W., commissioner, Department of Education, State of Arkansas, Little Rock, Ark., letter to Chairman Perkins, dated July 2, 1970 ... 838
- Fortenberry, Dr. John, assistant superintendent of schools, Little Rock, Ark.:
  - "A Proposal for Compensatory Education in the Little Rock Public Schools," a publication entitled ... 700
  - "How to Build a Better Title I Project," a pamphlet entitled ... 695
- Fry, Dr. Brook, staff personnel, mental health section, letters from concerned constituents regarding continuing the PTA school guidance program ... 226
- Gronseth, Coleman V., vice president and general manager, Michigan School Service, Inc., Lansing, Mich., letter, with enclosure, to Chairman Perkins, dated Oct. 14, 1970 ... 893
- Hess, Dr. Anton, deputy superintendent and commissioner, basic education, State Department of Education, Commonwealth of Pennsylvania:
  - Appendix A.—Charts:
    - Chart I.—Results of reading projects as measured by a comparison of pre- and post-test results from a random sample of 3rd and 6th grade studies in ESEA title I projects in Pennsylvania, 1968–69 ... 235
    - Chart II.—1969–70 title I ESEA data, as of Apr. 17, 1970 ... 236
    - Chart III.—Title I, ESEA instructional activities (regular term), 1968–69 ... 236
    - Chart IV.—ESEA supportive activities, regular term ... 237
    - Chart V.—Title I staff—Pennsylvania ... 237
    - Chart VI.—Number of students served, 1968–69 ... 237
    - Chart VII.—Assurance of comparability ... 238
  - Appendix B.—Exemplary title I projects ... 239
  - Pennsylvania Department of Education, testimony of ... 234
- Johnson Louise G., supervising director, title I pupil personnel services, statement of ... 92
- Jones, Robert E., executive director joint Washington office for social concern, for the Unitarian Universalist Association letter to Chairman Perkins, dated July 9, 1970 ... 837
- Labat, Margaret, principal, Garnet-Patterson Junior High School Washington, D.C.:
  - Approximate cost of implementing recommendation (table) ... 101
  - Statement of ... 99
- Lansu Walter J., administrative administor, Los Angeles city school staff statement of ... 179

Prepared statements—Continued

Page

- Martin, Mrs. Veryl P., supervising director, elementary Federal programs, statement of 34
- McNair, Hon. Robert E., Governor of the State of South Carolina, statement of 840
- Mellown, Dr. W. E., coordinator, titles I, III, and V, Montgomery, Ala:
  - Annual evaluation report—title I programs, fiscal year 1969 401
  - Annual evaluation report—title I programs in State institutions for handicapped children 567
  - Annual evaluation report, title I programs in State institutions for neglected and delinquent children 387
  - Innovations—Elementary and Secondary Education Act of 1965, title III, Public Law 89-10 412
  - Statement to members of the House Education and Labor Committee 367
  - The Alabama annual evaluation report for fiscal year 1969 471
- Miller, Dr. Clyde C., acting superintendent, St. Louis public schools:
  - Letter to Chairman Perkins, dated Dec. 10, 1970, enclosing information on tax exempt nonpublic properties 972
  - Statement of 958
- Morris, Clarence E., director title I, Department of Education, State of Arkansas:
  - A comparison report in pupil achievement in reading (table) 663
  - "Annual Evaluation Report for Fiscal Year 1969 of Pulaski County Special School District, Little Rock, Ark.," an article taken from 668
  - "Learning + Experience = Knowledge, Survey Shows," an article entitled 664
  - Letter to Chairman Perkins, dated July 13, 1970 663
  - Part VI—achievement test data (table) 669
  - "Reading Project," an article entitled 670
  - "Special Project Report—Remedial Reading," an article entitled 684
  - Statement of 722
- Nearine, Dr. Robert, deputy superintendent of Hartford public schools, Hartford, Conn., testimony of 974
- Nix, Jack P., State Superintendent of Schools, Atlanta, Ga.:
  - "Evaluation of H.R. 17846 in the State of Georgia," a compilation entitled 827
  - Letter to Chairman Perkins, dated June 23, 1970 826
  - Letter to Chairman Perkins, dated July 15, 1970 826
  - "Title III—Georgia's Golden Opportunity," a pamphlet entitled 833
- Parnell, Dale, superintendent, public instruction, Salem, Oreg., "State Annual Evaluation Report," a publication entitled 897
- Ryan, Mrs. Edward F., chairman for legislation, National Congress of Parents and Teachers, Chicago, Ill.:
  - Letter to Chairman Perkins, dated August 25, 1970 298
  - Statement on the Controlled Narcotic Drug Act of 1969 298
- Steed, Hon. Tom, a Representative in Congress from the State of Oklahoma, letter, with enclosure, to Chairman Perkins, dated March 6, 1970 892
- Wright, Miss Edythe, teacher, J. O. Wilson Elementary School, statement of 85

OVERSIGHT HEARINGS ON ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

WEDNESDAY, MAY 13, 1970

House of Representatives,
Committee on Education and Labor,
Washington, D.C.

The committee met at 9:35 a.m., pursuant to call, in Cardoza High School Auditorium, 13th and Clifton Streets NW., Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins, Hawkins, Clay, Landgrebe, and Hansen.

Staff members present: H. D. Reed, Jr., general counsel; William F. Gaul, associate general counsel; Mrs. Louise Maxienne Dargans, research director; and Charles W. Radcliffe, minority counsel for education.

Chairman **Perkins**. First, let me thank Mr. Gerald Brown, the principal of Cardoza High School, for welcoming the members of the House Committee on Education and Labor to your school this morning for the purpose of conducting these hearings.

On my left is Mrs. Dargans, research director for the House Committee on Education and Labor.

To the left of Mrs. Dargans is Congressman Clay from Missouri, and then Mr. Reed and Mr. Gaul, majority counsel.

On my right, Mr. Landgrebe, from Indiana, and Mr. Hansen from Idaho, and Mr. Charles Radcliffe, minority counsel.

It is a great pleasure for me to be here this morning, to see how the federally financed education programs are working in the District of Columbia. Many Members in the Congress have requested that we conduct hearings to see how effectively funds from title I and other titles of the Elementary and Secondary Education Act are being spent.

I am not as familiar as I should be with your school budget, but in the process of visiting some dozen or 15 schools, and going into 35 classrooms here this morning at Cardozo, I am certainly impressed with your school system. I know you do not have the facilities that you need. In the course of the hearings, the witnesses will make statements concerning how effective the programs under title I and other Federal legislation have been.

It is my information that you originally included in your program a total of 95 schools, enrolling some 50,000 students. Because of the inadequacy of the funding, you have had to drop down to about 35 schools, and now title I is servicing only approximately 20,000 youngsters.

Our first witness this morning is Mr. Harris M. Taylor, acting director of Federal programs, District of Columbia public schools.

Come around, Mr. Taylor, and tell us how Federal programs are working in your schools.

We are delighted to hear from you at this time.

STATEMENT OF HARRIS M. TAYLOR, ACTING DIRECTOR OF FEDERAL PROGRAMS, DISTRICT OF COLUMBIA PUBLIC SCHOOLS

Mr. TAYLOR. Thank you, Mr. Chairman. I would like to take this occasion to thank you for the opportunity of appearing before this committee, to discuss compensatory education programs in the District of Columbia. I would also like to thank you and the various members of your committee who have visited the schools during the last week.

As the District of Columbia is typical of big cities throughout the country, we feel that these onsite visits that you and various members of your committee have conducted will give you a better insight into the understanding of our problems and the great educational needs of our large metropolitan areas.

With your permission, I would now like to go on and read my prepared statement.

We in the District of Columbia believe that there is ample justification for an increase in the level of ESEA title I funding. We believe that with title I funds we have been able to assess more thoroughly the needs of economically deprived students and to develop programs to help meet those needs.

Because our title I funding is limited, we can serve only one geographic segment of the eligible title I population. Through our analysis of the title I population and the needs of that population, we have determined that a minimal increase of $4 million would enable us to develop far more beneficial educational and economic services for the concentrated title I population we now serve as well as enlarge these services to encompass the total eligible title I population.

The total eligible title I population figure could be as high as 65,000, the number of children served by title I programs in fiscal year 1968, if not higher. This figure represents children between the ages of 5 and 17 living in poverty pockets scattered throughout the city. In fiscal year 1969, the District of Columbia public schools concentrated their limited title I funds on approximately 20,000 students in 35 elementary and secondary, public and nonpublic schools.

Studies conducted by the District of Columbia public schools to identify economically deprived students indicate that there is a high positive correlation between reading scores, median family income, and residency in public housing. The National Capital Housing Authority states that in January 1969, 9,764 public housing units were occupied.

In what they term a conservative estimate, the NCHA indicates that in the same month approximately 25,000 children between the ages of 5 and 17 resided in public housing units. Most, if not all, of these children attended the public schools in the District. In January 1969, the total population in title I schools was approximately 20,215, and of this figure only 10,000 students received concentrated title I services.

This year the situation is similar: approximately the same number, 10,000 students, are receiving concentrated services in the same 35 schools. This is clearly inadequate and does no more than skim the surface of the problem. We who have dealt with the administration of title I programs in the District of Columbia are convinced that we cannot substantially improve the educational level of the economically deprived children in this city until such time as the level of funding permits us to include all eligible title I students in the title I program.

Such a title I program would include a greater emphasis on the basic educational and economic needs of title I children. There would be a greater investment in educational technology which not only makes a math or reading program more attractive to students, but also makes that program more meaningful. Reading machines and other technological devices which have been successfully utilized in assisting children to learn, can no longer be considered luxuries or frills—but such equipment is expensive.

The REC learning system——

Chairman **Perkins**. What do you mean by the REC learning system?

Mr. **Taylor**. This is a type of—talking typewriter is the common name for it, Mr. Chairman.

Chairman **Perkins**. Yes.

Mr. **Taylor**. It is an excellent device for helping children and primary age children to learn to read. This costs $38,000 a month per four machine unit. The IPI math program—this is individualized prescription instruction—stressed an individualized approach to the teaching of mathematics. But for an elementary school of 450 students, the IPI math program with its materials and services, would add an additional $25,905 to the already existing school budget.

The costly hardware and software of educational technology is used extensively in affluent suburban schools. If such additions to the regular programs have a definite positive effect on children's learning, as many evaluation studies claim, should not the educationally deprived child in the inner-city school have the same advantage?

Building a more successful title I program would include increasing the kinds of staffing involved in the current title I program as well as increasing the amount of funds allotted for equipment and supplies for title I schools. Approximately one-fourth of our present title I budget provides funds for the salaries of the teacher aides in the title I schools.

This program has received a high priority rating by the title I evaluation team since the inception of the program. The only complaint registered by teachers and principals alike is that there are too few teacher aides. For example, in a school of approximately 1,000 students with a total staff of eight, there are only six teacher aides.

Chairman **Perkins**. What school is that?

Mr. **Taylor**. This is the Garrison School.

Chairman **Perkins**. Garrison?

Mr. **Taylor**. With our limited title I funding, additional teacher aides can't be provided. If the level of title I funding were to be increased, this would be one very successful program to be enlarged. Many educational programs in the District of Columbia public school system suffer because of the inadequacy of supplies and equipment.

The lack of up-to-date equipment and supplies is almost universal: it exists in the math, science, industrial arts, English, social studies, foreign languages, music, art, and business education subject areas. The need for adequate supplies and equipment is especially acute in the title I target area. Here the needs of the students are so severe that the problem of insufficient supplies and outmoded equipment is only compounded. Students are attempting to learn industrial arts trades with equipment manufactured in the 1920's.

English and social studies textbooks often date to the 1950's. Additional title I funds would allow the District of Columbia public schools to update equipment in the title I schools, and add a sense of relevancy to the education of title I students.

The educational needs of the students cannot be met within the boundaries of the regular school hours. We have found that such programs as community schools are necessary to supplement the educational program offered by the public schools. Not only does this program give the students educational reinforcement after regular school hours, it opens up a school program to parents and others in the title I community.

Perhaps this is an even more important aspect of the community schools program: it is designed to actively involve parents in the educational program of the District of Columbia public schools. This purpose coincides with the high correlation between educational attainment of parents and the educational attainment which can be expected of their children. By trying to create a home environment which is conducive to education, we will be increasing the holding power of our schools.

Another important aspect of the community schools program is the full utilization of the school buildings involved. Often school buildings and grounds are the only areas available within a community for recreation; the community schools program opens the school building and its facilities to the public in the evening.

Our current title I program attempts to meet the educational and economic needs of disadvantaged children through such programs as community schools, pupil personnel service teams, reading incentive seminars, mathematics enrichment, cultural enrichment, experimental developmental reading program, supplementary services in speech and remedial reading, special data processing classes, and special journalism classes.

This program also provides additional services to the teachers of disadvantaged students such as teachers aides, teams of teachers whose purpose is to stress and develop innovative techniques in teaching inner city children, health aides, and crisis teachers.

One of the most successful title I programs that we have developed is the pupil personnel services project. While the specific purpose of this project is to alleviate the economic needs of the most severely disadvantaged title I children, in a very important way team members also help these same title I children in the educational program.

For example, by solving the clothing or health problem of a title I child, the title I pupil personnel team member is making it possible for that child to attend school. Team members have established volunteer clothing and shoe banks; they have taken children to free dental and other health clinics; they have established afterschool tutoring centers; they have maintained close contacts with the homes of the most severely disadvantaged students, acting as a very important liaison between the home and the school. A thorough analysis of this program established its importance and the need to extend this service to other eligible students.

We have had many such successes with title I programs. The STAY program for school dropouts and the Webster School for Pregnant Girls are examples of title I programs which were successful enough to now be included in the regular budget or other sources of funding. This released title I funds for other services needed by title I students, and the needs of title I children are many.

These needs are far too great to be met only through regular budget funds. The regular budget must be equitably distributed throughout all of the public schools in the District of Columbia. Categorical aid such as ESEA, title I, enables the District of Columbia public schools to attack the problems of a special population.

We strongly support the continuance of categorical aid as presently established for title I and other ESEA programs. In this way, contrary to the bloc grants, funds will continue to be used to achieve the purposes for which the Federal legislation was passed and according to the intent of the law.

Title I funds provide for the implementation of services needed by children who lack even such basic necessities of life as one pair of shoes, an overcoat for the winter, eyeglasses so they can read the blackboard, hearing aids so that they can hear their teachers, one hot meal a day, and the list could continue almost endlessly.

Because the home cannot provide such necessities, the schools must reluctantly assume these responsibilities for want of adequate social agencies to provide these services.

The schools, Mr. Chairman, have accepted this responsibility as the only viable way to achieve its true goal—the education of all the children.

ESEA title I serves a very important purpose: It provides for a continual study of the needs of the disadvantaged child and then provides the supplementary services necessary to meet his needs. Unfortunately, the number and magnitude of needs far exceeds the amount of money available.

The regular District of Columbia school budget could not even begin to assess the needs, let alone meet them. Our title I program has shown us how extensive are the needs of the economically disadvantaged child. With expanded title I funding we could take major steps toward meeting these needs.

Chairman **Perkins**. Thank you, Mr. Taylor, for an outstanding statement.

You have dwelt on the fact that your funds are inadequate. Just how much money do you receive under title I of ESEA?

Mr. **Taylor**. About $5.4 million, Mr. Chairman.

Chairman **Perkins**. To do some of the things that you refer to, how much more funding do you consider is necessary under title I?

Mr. **Taylor**. To do the type of job that we feel would adequately attack this problem, after studying all the figures, we feel that we would need an additional $4 million, close to about $10 million. About a level of a million dollars——

Chairman **Perkins**. About $10 million. If I understand you correctly, you think you have as many as 60,000 or 65,000 disadvantaged youngsters in the city, but you have decided to take in only 35 schools in the District of Columbia, which embrace about 20,000 disadvantged youngsters. Is that correct?

Mr. Taylor. That is correct.

Chairman Perkins. But you do not have the funds to really concentrate on the 20,000; you are concentrating on 10,000, rather than the 20,000?

Mr. Taylor. Right, even though we had to reduce the number of schools from 95 to 35, which encompassed a total population.

Chairman Perkins. You are telling the committee, in other words, that you have pockets of poverty in about 95 school systems in the District, and about 60 of the districts where you have these pockets of poverty, you can't reach?

Mr. Taylor. That is correct.

Chairman Perkins. Because of the inadequacy of the funding. Is that what you are telling us?

Mr. Taylor. That is correct, Mr. Chairman.

Chairman Perkins. Now how much money do you receive under the other titles of ESEA, like title II for libraries? What have you been able to do there?

Mr. Taylor. We received about $167,000 this year, under title II funds for libraries, but due to a cut this year, we have to just contemplate these funds and provide additional books only on the elementary school level.

Chairman Perkins. All right, under title III, the innovative title, have you set up any demonstration centers here in the District? Have you let that spill over into the regular school systems to introduce innovative projects?

Mr. Taylor. We have used our title III funds. We get approximately $800,000 in title III funds. We have set up demonstration projects. Some of these projects have been very successful, but we do not have a mechanism, we do not have the funds in the regular budget to fund these projects after they are no longer funded under title III funds.

Chairman Perkins. Because of the inadequacy of the funding in the regular budget?

Mr. Taylor. In the regular budget, that is correct.

Chairman Perkins. Somewhere along the line, we may need to bring in a school superintendent to give us more data on the general funding here.

Now in connection with title IV, how much money do you receive under the so-called cooperative research title?

Mr. Taylor. The District of Columbia public schools have received a grant of $1 million to support the program under title IV.

Chairman Perkins. How do you spend that million dollars annually under title IV, which has been transferred to higher education?

Mr. Taylor. These funds are used in the Southeast, in the Anacostia area, what we call the Anacostia project, and the bulk of these funds is used for improving reading in those schools, the schools located in Anacostia.

Chairman Perkins. How much money do you receive under Public Law 874, impacted areas legislation?

Mr. Taylor. Approximately $5 million.

Chairman Perkins. And how are you spending that?

Mr. Taylor. We are spending our impact aid funds to generally support the same type of title I programs, compensatory education programs. As the chairman probably knows, the intent of Congress was that the impact aid funds in the District of Columbia would be used for compensatory education programs.

Chairman Perkins. Over and above your regular school appropriations and regular educational appropriations, approximately how much money do you receive in Federal funds—either from the programs I enumerated or from others.

Mr. Taylor. We receive, we will receive this year, approximately $21 million worth.

Chairman Perkins. Approximately $21 million.

Mr. Taylor. That includes our vocational program.

Chairman Perkins. How much vocational money do you receive in the District?

Mr. Taylor. Well over a million dollars.

Chairman Perkins. Pardon?

Mr. Taylor. Well over a million dollars.

Chairman Perkins. Is that adequate?

Mr. Taylor. As you have seen judging from the various types of equipment we have in our vocational schools, I think I could say without any question, that these funds we get under vocational education are inadequate.

Chairman Perkins. I visited some schools with you here in the District—Harrison and Cleveland, for example, right in the heart of the ghetto section. I noticed in certain areas that you don't have any equipment on the playgrounds.

Won't your regular school budget provide any equipment, or is it inadequate for that?

Mr. Taylor. Again, Mr. Chairman, our funds under our regular budget are inadequate to provide this sort of thing that we feel we need.

Chairman Perkins. Well, tell us how title I funds have helped you, and where you would be without the title I funds. How would you feel about this money either being directed toward bloc grants, or being concentrated on the special educational programs? In your judgment, as the administrator here, how do you feel about the effectiveness, and where would you be without the funds? You summarize it in your own words.

Mr. Taylor. I would hate to even contemplate, Mr. Chairman, where the District schools would be if we had not had, in the last 4 years, title I funds. We have never received an adequate regular budget allotment, and these funds have enabled us to meet what is our primary goal, to teach all the children, or help teach all the children, of all of our citizens, and to learn a new way to provide needed resources, whatever they might be, to be able to allow each child to develop to his maximum.

We could only have done this with the Federal money to develop the type of programs which we need. Intensive individual help is expensive, and this is what many of our students need. Supportive services are very, very important. These things are costly, these things cost money, and speaking for the title I administration, we are very happy that these funds are coming to us, earmarked for title I, so that we can use all these resources to develop programs to help us teach all children, regardless of where they are located or what their circumstances are.

Chairman **Perkins**. If you had another $4 million, plus the $6 million that you are now receiving in the District of Columbia, how would you spend the funds? Enumerate the priorities for the money, especially for special programs.

Mr. **Taylor**. The No. 1 priority would be to increase services that provide direct help to children. We need more teacher aides so that a teacher can be freed of clerical tasks, and also we need more parents in schools, so that these students can see their parents in a different role, as a part, a total part of the educational program, not something separate, that you can't separate the home and the school. These teacher aides provide this.

I would provide other programs in reading and on the basis of research that we already know, but we do not have the money, more individualized programs in reading, and math instruction.

Chairman **Perkins**. Go ahead.

Mr. **Taylor**. I would provide programs for the use of students to help teach other students. We just started this, and we pay them for this. I would pry more parents into school. Our parents in the inner city just can't afford to come in and volunteer. We have to give them something to carry them over.

These are the type of programs, Mr. Chairman, that I would like to fund, if additional funds could be made available.

Chairman **Perkins**. Mr. Clay?

Mr. **Clay**. Yes. Mr. Taylor, on page 5, you state that by solving the clothing and health needs of the title I child, that you make it possible for him to attend school. Several months ago, a local radio station was running an editorial, and I think they were using the figure of 8,000 children in the District of Columbia who do not attend school because they lack either food or clothing. And I would like to ask you if that is an accurate figure?

Mr. **Taylor**. Mr. Congressman, I don't know whether the 8,000 figure is a true figure. I don't know where they really got it from, but I do know that we have a significant number of students that do not have such things as shoes and eyeglasses, and title I funds have not been so that we could supply all of these needs, and we have to depend on PTA's and other groups to provide these sorts of things, and this has been a problem.

So while I don't question the 8,000, I am not sure, but I do know that we have a significant number of students that have this problem, and if a child doesn't have a pair of shoes, or doesn't have adequate clothes, he is not going to come to school.

Mr. **Clay**. How much of your title I moneys are you now expending toward eliminating or solving these two problems?

Mr. **Taylor**. We are spending less than $100,000 for all sorts of supportive programs and eyeglasses, hearing aids, and all. This was a necessity. We had to put some priority. We were hoping that since title I funds were not available, that we could tie into other sources to supply some of these needs. It is a question of priority, where you want to put—we could put a much greater amount, but our title I citywide committee felt that we should make a concentrated effort to get other, tap other community resources to supply some of these needs, but we have not been able to meet them yet.

Mr. **Clay**. Do you have an estimate of what it would take to adequately deal with the problem of providing clothing for the disadvantaged child?

Mr. **Taylor**. I do not have this figure, but Mrs. Seldon will be appearing before your committee, Mr. Congressman, and I think she could give you a pretty good figure. I don't have it right now, but one of the witnesses will be Mrs. Seldon, who runs our program, Urban Service Corps, that provides these sorts of things to our students, and she would have those figures for you.

Mr. **Clay**. Mrs. Seldon?

Mr. **Taylor**. Mrs. Seldon, yes; she is one of the witnessees that will appear.

Mr. **Clay**. Are you spending any title I funds for work-study programs?

Mr. **Taylor**. Only in what we call the youth serving youth program, where we pay junior high school students to come into the elementary schools and tutor elementary school students.

The judicialism program, also, provides the work-study setup. Most of our funds, vocational funds, are used for work-study programs, rather than title I.

Mr. **Clay**. Are used to support what?

Mr. **Taylor**. Vocational moneys are used to support work-study programs, rather than our title I program.

Mr. **Clay**. I have no further questions, Mr. Chairman.

Chairman **Perkins**. Mr. Landgrebe?

Mr. **Landgrebe**. Mr. Taylor, I have a couple of questions. I notice that you comment about dropouts. What is the trend in the District? Does this Federal money obviously help improve the situation, or has there been any improvement in the dropout situation?

Mr. **Taylor**. Yes, we have noticed a decrease in the number of dropouts in title I schools as compared to schools in the same economic bracket. Dr. Cooper of our staff will talk to you about this, and give you some specific figures, but to answer your question directly, yes; it has had an effect and has reduced the dropout rate in our title I schools.

Mr. **Landgrebe**. Thank you. I notice that on the same page you refer to welfare problems. Is this part of title I, and is there not a welfare organization in the city to take care of such a situation, such as children who do not even have one pair of shoes?

Mr. **Taylor**. I think all agencies, Mr. Landgrebe, do not have adequate funds. I think that the Welfare Department—I really don't want to speak for them, but I do know that they do not have the funds to meet—we do, and they do give help, but even their funds are limited, and they can't really meet the total needs of these students, much more the needs of the whole District. They are helping us. We are tapping these resources, but they are just inadequate, Mr. Congressman.

Mr. **Landgrebe**. Additional money would require additional personnel, wouldn't it? Do you have qualified personnel available, if we provide more money, to expand these programs? You do have qualified people that are available on your staffs, and so forth, to handle these programs?

Mr. **Taylor.** To answer your question; yes, we do, and we have an in-service training program that we could use to upgrade some of the skills of our existing people, to fill in some of the type of things that we would need here. We feel that we do have a manpower reservoir with which we could staff the programs, if additional funds are made available to us.

Mr. **Landgrebe.** One final question. I have heard a good deal of comment about the quality of education generally in the District. In fact, I have heard some comment, and I have seen some indication of deterioration. What do you feel is the general status of education in the District of Columbia overall? Is it improving, is it deteriorating, or what is your general, fair, honest assessment of education in the District of Columbia in the past few years or months?

Mr. **Taylor.** Of course I am a biased witness on this, but I think that in Washington we have all of the problems that you would find in any city. A few years back, and I think this is one of the reasons that the ESEA bill was passed, we found that we were not doing as good a job as we should be able to do, teaching children in the cities.

I think that we have made some errors, but we have learned many new things, new ways of meeting these needs. We have learned to train, we have a massive training program for our present personnel, staff development, to train them in new skills that are necessary to teach city children. To answer your question specifically, I think that we have stemmed the decline, the educational decline, and I think now we are beginning—just beginning—to make some headway, though there have always been, and there continue to be, excellent schools in the District that would compare to any school anywhere in the country. These schools have high achievement, academic achievement, and within our title I schools, they are still schools that do very well, but in our title I program, we have gone after the hard core, if I may use that word, where we have taken the students that had the most severe problems, and geared our programs to meeting these needs.

Now the other needs we do meet with the regular budget. We feel that we are making headway. We do not feel that the schools are deteriorating. We have some new answers, and we would like to put these answers into practice.

But, through new organization, new approach, new types of curriculum materials that are more relevant, we are beginning to carry out our No. 1 task of teaching all students. So generally, I think we have stemmed the decline, realizing that there are many students throughout the District that are doing very well, and some very excellent schools throughout the District that do not fall into the category which we have been talking about in title I.

Mr. **Landgrebe.** I thank you for what I think is a very honest response to a sincere question. I want you to know that you have my sincere interest in trying to correct any deficiencies and to develop a better overall program for the students in the District. Thank you.

Mr. **Taylor.** Thank you very much.

Chairman **Perkins.** Mr. Hansen?

Mr. **Hansen.** Thank you, Mr. Chairman.

May I also express my appreciation to you for a very helpful statement and acknowledge my gratitude for the opportunity that has been afforded us to conduct these hearings here this morning for the purpose of examining the operation of title I. Let me ask you, to what extent, if any, the schools, the funds for the schools in the District of Columbia, other than title I funds, are concentrated in the areas of greatest need? In other words, are all of the special services paid for out of title I funds, or are some of the regular school funds used to finance these services?

Mr. **Taylor.** If I understand the thrust of your question, all title I schools get the same, a fair share of the regular budget funds. They get everything that every other school would get, and our title I funds are used to enrich and improve the program, so that we do have regular budget funds for equipment, supplies, and things like this. But the title I funds are used to provide additional services. For instance, our title I schools are the only schools, presently, that have teacher aides. We have just received money from Congress, and we are going to start having teacher aides in other schools, but this is an example of the sort of thing. But the title I schools get a fair share of the regular budget funds, and then title I funds are used to meet the major needs of our own students in the inner city.

Mr. **Hansen.** Do I understand from your response that the expenditures per pupil in title I schools are the same as they are in the other schools in the District?

Mr. **Taylor.** They are approximately the same as far as the regular budget, but with the title I funds added, the per-pupil expenditure is much higher, approximately $300 per pupil more in title I schools than in regular budget schools.

Mr. **Hansen.** Then to go back to my initial question, would it be correct to say that the title I funds are used primarily to finance the special programs that you referred to, and that the funds from the regular school budgets are not used to finance these programs?

Mr. **Taylor.** I am sorry. I didn't understand your question. Yes, your statement would be true.

Mr. **Hansen.** So then, to the extent that these programs you referred to are responsive to the special needs of the title I students, then the funds from the regular school budget are not concentrated or used to finance these programs to respond to special needs, is that correct?

Mr. **Taylor.** Only in part. I mean, we do have programs that are aimed to, say, improve reading, under regular budget funds. And we do use our regular budget funds to work in these areas. We do have math programs, et cetera, but the title I funds, I think, as you have put it, provide for a greater degree of individual help, more specialized than the regular budget funds could and the regular budget funds are so limited that we couldn't possibly, in some classrooms, say, muddle through. We have three adults and one classroom. Regular budget funds could not provide this sort of support for a program. We just don't have that type of money under the regular budget, but I do not want to leave the impression that we do not have any special programs under regular budget funds. We do not have enough, and, of course, they are not concentrated in the inner city. Regular budget funds have to be spread out equally with every school of the 200 schools we have in the District.

Mr. **Hansen.** If the regular school budget were to be increased, could you accomplish some of the things you are accomplishing with title I funds?

Mr. Taylor. I give an unqualified "Yes," sir. Yes, sir.

Mr. Hansen. Thank you very much. Thank you, Mr. Chairman.

Chairman **Perkins.** Mr. Hawkins?

I want to first introduce Mr. Hawkins, who has come in after we commenced the hearings. Gus Hawkins is an outstanding Member in the Congress from the great State of California, the Los Angeles area.

Mr. Hawkins?

Mr. Hawkins. Thank you, Mr. Chairman. I apologize for the delay, but I was held up with one of your subcommittees.

Mr. Taylor, I have not completely read the statement which you have presented to this committee, but I have scanned through it, and several parts of it have attracted my attention as being somewhat vague and a little misleading to me.

On page 6, you state that the regular budget must be equitably distributed throughout all of the public schools in the District. Now we sometimes hear the phrase "fair share" being used. Just what does this mean to you? Does it mean that the money is to be just evenly mathematically divided among the students, or should those with the greatest need receive the greater share of the money which is made available to the District?

Mr. Taylor. I would like to say, to agree with you on the latter statement, but we are under court order, under *Skelly Wright*, and I would rather the Superintendent address himself to this. I think, as the chairman has indicated, that he will speak, but we are under a court order to equalize the per-pupil expenditure throughout all schools in the District, and it is not based on need.

Mr. Hawkins. In other words, regardless of the specific need of a student or a group of students, you are now compelled to spend approximately the same amount on each child?

Mr. Taylor. That is correct. This is under the *Skelly Wright* decision, but as I said, I think that the Superintendent will address himself to that.

Mr. Hawkins. In other words, the test is the amount of expenditure rather than the achievement that is being made by the schools in seeing that all the children in that school system graduate approximately with the same amount of educational achievement?

Mr. Taylor. Yes. I think that is a correct statement.

Mr. Hawkins. Now as I understand from your statement, of about 20,000 in the title I schools, approximately one-half of these are now receiving the benefits of the program.

Mr. Taylor. The content of the program; yes.

Mr. Hawkins. Now does the program follow the student? Does this mean that students who are now receiving title I benefits will continue to receive them, or will some of these students not be included next year, whereas some who are not now receiving it, will be included? In other words, is the program continuous, and if not, how do you follow that student who perhaps has been given the benefit one school semester but fails to receive it the next?

Mr. Taylor. There are two answers. One is that we have built our title I program on what we call the feeder concept, where we will be able to follow a child from elementary school to junior high school and to high school. We have concentrated it within the Dunbar and Cardozo area. Our studies indicate that while we have a highly mobile population within the city, that they generally move within these

19

areas. They might move from one part of the Dunbar area into the Cardozo area, but they stay generally within that area. So we feel that we have provided for continuity.

All of those 10,000 students will go to a title I elementary school and feed into a title I junior high school or go to a title I junior high, and feed into a title I senior high school, so we feel that they will benefit straight through their school career from title I programs, and to be honest, those students that move outside of the area, we have not, because of the relatively small number, devised a way to let all of the programs follow those students, if they go to the Southeast.

Chairman **Perkins**. Would you yield to me?

Mr. **Hawkins**. Yes.

Chairman **Perkins**. I think his statement said that because of the inadequacy of the funding it was decided to concentrate in the area—though he didn't specifically mention Cardozo and Dunbar—where there were tests and where the testing results ran hand in glove with the income level and the public housing.

In further answering Mr. Hawkins' question, as long as the funds are stationary, do you just intend to concentrate on these 10,000 or so pupils that are in this area?

Mr. **Taylor**. We feel with the existent funds, Mr. Chairman, that we are now serving about the total number that we can. If we are going to maintain about a $300 per pupil expenditure, this is about the maximum we are able to serve, the 10,000.

Chairman **Perkins**. Mr. Hawkins?

Mr. **Hawkins**. Mr. Taylor, following the chairman's line of reasoning, I assume that you have really tested those who have been involved in title I programs over a period of time. Has the amount of improvement been substantial, would you say, to justify the expenditure that has been made on those pupils?

Now I am speaking in terms not of just some improvement noted but in relationship to the other schoolchildren of the District. Would you say that those who have received title I funds have approximated the other students in the school system who are not in need of title I funds?

Mr. **Taylor**. I can respond to that. Yes, we have made a study to show that these funds have had an impact, and that they are, even though we are concentrating on the hard core, you see, even though we are going into the schools and getting students that have multiple problems, and working with those. We have a study to show that these, in comparison with students in a like area—a like sample, I think the evaluation is called—that these students have done better, and Dr. Cooper of our evaluation staff, Mr. Hawkins, will be addressing herself to that, testifying before the committee, and she, I am sure, will be able to give you more statistics on this as part of her testimony on what we have found out have been the results as far as the evaluation is concerned on the impact of these programs on title I students, as compared to nontitle I students.

Mr. **Hawkins**. Would you conclude that at least half of the children, then, who are in need of title I funds, but under the concentration principle are not now receiving it, are therefore being deprived of an equal educational opportunity?

Mr. **Taylor**. That is a very difficult question to answer, Mr. Congressman. They are not receiving some of the benefits of the special programs which we have in the District of Columbia. They are receiving their fair share of, or opportunity to use regular budget funds. They are getting what all other schools are getting, but they are not getting what we feel would be the additional programs to help them close the gap, the educational gap which they have.

We are trying to do this, and we are making some inroads with regular budget funds, but again, it is a matter of the level of funding. I don't know whether that answers your question or not.

Mr. **Hawkins**. Well, I think it is about the best you can give.

Mr. **Taylor**. Thank you.

Mr. **Hawkins**. Just one final question. Is it your interpretation that the Wright decision prevents you from providing an equality of educational opportunity? Did it not go to the subject of the denial of educational opportunity, rather than the expenditure of money, and would it not be possible to address yourself, irrespective of title I, to the basic question of seeing that each child got an equal educational opportunity, not merely in terms of the input, but rather, the results obtained?

Mr. **Taylor**. If I may, I would rather—I think this is a question of policy, and I really think that in this interpretation of exactly what the decision required the schools to do and not to do, really, I think that the Superintendent of Schools probably could give you a better answer. He sets the policy on this, and I don't think that my opinion on this carries much weight.

Mr. **Hawkins**. I really asked the question because we keep using the term, I think you used it, a fair share. We seem to be thinking that they get a fair share if they get, let us, say, the same number of dollars spent on them as anyone else, regardless of what their need may be, so that consequently, without defining what we mean by a fair share I would say or suggest that we shouldn't really use the term "fair share" because obviously many are not getting their fair share, because they are not being assisted according to their needs.

Mr. **Taylor**. I think the term—that maybe I shouldn't have used that. "Fair share," as we have used it, was a budgetary term that we used where we tried to give each level, and each school, those programs that they felt would be best tailored to their own school. And so I think I am using it in a little different connotation or frame of reference than you are using it, but I generally agree with what you say.

Mr. **Hawkins**. Thank you, Mr. Taylor.

Chairman **Perkins**. Thank you very much, Mr. Taylor, for your appearance here this morning. We appreciate your testimony.

Chairman **Perkins**. Our next witness is the principal of the Cardozo Senior High School, Mr. Gerald Brown. Come forward, Mr. Brown.

I understand that Mr. Brown has come without copies of his statement, and I feel that I am partly responsible. I contacted him this morning, and we visited 25 or 30 classrooms, many of these after 9 o'clock. We are delighted to be here in your great school system, Mr. Brown. Tell us how Federal programs are working in your school system, what is lacking, and how a better job can be done. We are delighted to call on you to give us this information. Go ahead.

STATEMENT OF GERALD BROWN, PRINCIPAL, CARDOZO HIGH SCHOOL

STATEMENT OF GERALD R. BROWN, PRINCIPAL, CARDOZO HIGH SCHOOL

Good morning. Chairman Perkins, Committee members, distinguished guests, students of Cardozo High School, ladies and gentlemen, it is my pleasure to welcome you to Cardozo High School. It is not very often that a Congressional Committee conducts open hearings in a public institution. We are very privileged and honored to host these hearings here today, and we invite your return for as many days and evenings as you may deem necessary for the completion of this phase of this committee's business.

There are as many opinions as to how formal education should be imparted to the youth of America as there are people involved in education. I shall utilize this opportunity to express only one part of my philosophy of education. It is that the first priority of funds for education should be given to the dis-advantaged youth. Title I accomplishes this more effectively than do general funds to education.

There are several Title I programs presently in operation in Cardozo this year. Title I programs serving the needs of our youth include Cultural Enrichment, Data Processing, the Innovation Team, Pupil Personnel Team. Reading in Every Classroom, and the Auxiliary School Personnel Program (Teacher Aide Program).

You are already aware of the objectives of these programs, and I am certain that others who will appear before you during these hearings will remind you of these objectives. In their testimony to the committee, students themselves will speak of the effectiveness and the shortcomings of the Title I programs at Cardozo High School.

I must seize upon this occasion to mention one additional program, one for which we at Cardozo are seeking initial Title I funding—Learning Through Aviation.

I. *Program Title.*—Learning Through Aviation

II. *Program Areas.*—

Curriculum-related to aviation as a basis for motivating studies of basic subjects.

Career Exploration—via part-time employment, work-study, special orientation to the work environment and preparation for post-secondary training and education as applicable.

In-Service Education—for teachers and staff to permit applicability for aviation resources to particular studies and community resources.

Nation-wide and city-wide high school students show decreasing interest in their studies because of a lack of timeliness and relatedness to the world as seen through student eyes.

In terms of job and career opportunities, aviation and space—both nation-wide and in the metropolitan Washington area—constitutes a large and growing field of employment.

Recent research demonstrates the extraordinary effectiveness of using aviation as a motivating means to larger educational ends. The Richmond, California, school's project in Learning Through Aviation is but one success to which we direct your attention.

Essentially, this project will use aviation and space technology—including actual flight experience in aircraft—to provide motivation for study in subject areas ranging from art, economics. business practices. social studies, language arts and various media expression, science, mathematics, industrial arts, career exploration and direct work experience.

Specifically there are job and study opportunities for District pupils who are motivated—in aviation and related space technology and industries as well as government.

The objectives of our Learning Through Aviation program are:

To capture the interest of pupils in aviation and thereby stimulate greater attainment of basic educational subjects. The airplane will be used as a turn-on device.

Broaded the experience base of pupils to include the entire metropolitan area while demonstrating work and job opportunities and environment.

To prevent drop-outs, bring back drop-outs, provide able students with meaningful academic experiences based on aviation and space.

Increase community involvement of pupils, parents, private enterprise and government.

To provide meaningful job opportunities on both a part-time and full-time basis.

Stimulate post-secondary training and education for those who will see the need for it and benefit from it.

Provide additional reasons for Cardozo pupils and parents to be proud of their school and community because of their significant innovative education program.

Our justification for requesting funding of this program is in the fact that Cardozo pupils in substantial numbers see little relationship between what goes on in school and how they might locate and keep a job. Many fine and able Cardozo students do not have opportunities to learn how they might pursue a career or profession in aviation and space.

Students generally see little relationship between themselves and private enterprise and government. This program will give all participants opportunities to accomplish all of the above while providing self-image opportunities of attainment in a relevant and growing medium—aviation. They will literally fly. They will see a relationship between regular school studies and flight and thereby improve their performance and attainment of basic educational goals.

In essence, drop-outs will be reduced, attendance improved and educational attainment enhanced in measurable terms. Those pupils who are not direct participants in the program also benefit by having confidence in school, community and the establishment as a result of the changed behavior they see and understand as illustrated by their peers who are in the program. This is a very important ancillary product.

I shall not further abuse your indulgence by relating to you now the numerous additional educational fascination and possibilities of this one program. Learning Through Aviation does exist at this school now. One of the Cardozo students who will appear later in a panel discussion will provide more information resulting from his personal experiences in Learning Through Aviation this year.

The Title I programs presently provided for our students including the Learning Through Aviation program, for which we have requested modest funding, do serve moderately the needs of the youth of Cardozo High School, all of whom are greatly disadvantaged. However, additional programs and services must be provided, as well as, increased funding of successful programs now in operation if we are ever to close the widening gap experienced by the youth of low socioeconomic families. More guidance counselors, teacher aides, library aides and clerical assistants are needed. Additional educational supplies, texts and materials are required to assist and supplement the efforts the teachers and administrators toward meeting the social, cultural and educational needs of our students.

First priority of funds for education should be given to the disadvantaged youth of America—Title I accomplishes this best.

Thank you.

Mr. BROWN. Well, good morning, Mr. Chairman, committee members, distinguished guests, students of Cardozo High School, ladies, and gentlemen.

It is indeed my pleasure to welcome you to Cardozo High School. Certainly it is not very often that a congressional committee conducts open hearings in a public institution.

We are very privileged and honored to host these hearings here today, and we invite your return for as many days and evenings as you may deem necessary for the completion of this phase of this committee's business.

There are as many opinions as to how formal education should be imparted to the youth of America as there are people involved in education. I shall utilize this opportunity to express only one part of my philosophy of education. It is that the first priority of funds for education should be given to the disadvantaged youth. Title I accomplishes this more effectively than do general funds to education.

There are several title I programs presently in operation in Cardozo this year. Title I programs serving the needs of our youth include cultural enrichment, data processing, the innovation team, pupil personnel team, reading in every classroom, and the auxiliary school personnel program (teacher-aide program).

You are already aware of the objectives of these programs, and I am certain that others who will appear before you during these hearings will remind you of these objectives. In their testimony to the committee, students themselves will speak of the effectiveness and the shortcomings of the title I programs at Cardozo High School.

I must seize upon this occasion to mention one additional program for which we at Cardozo are seeking title I funding, and that program is learning through aviation. Nationwide and citywide, high school students show decreasing interest in their studies because of a lack of timeliness and relatedness to the world as seen through student eyes.

In terms of job and career opportunities, aviation and space—both nationwide and in the metropolitan Washington area—constitute a large and growing field of employment.

Recent research demonstrates the extraordinary effectiveness of using aviation as a motivating means to large educational ends. The Richmond, Calif., school's project in learning through aviation is but one success to which we direct your attention.

Essentially, this project will use aviation and space technology—including actual flight experience in aircraft—to provide motivation for study in subject areas ranging from art, economics, business expression, science, mathematics, industrial arts, career exploration and direct work experience.

Specifically there are job and study opportunities for District pupils who are motivated—in aviation and related space technology and industries as well as government.

The objectives of our learning through aviation program are:

To capture the interest of pupils in aviation and thereby stimulate greater attainment of basic education subjects. The airplane will be used as a turn-on device.

Broaden the experience of pupils to include the entire metropolitan area while demonstrating work and job opportunities and environment.

To prevent dropouts, bring back dropouts, provide able students with meaningful academic experiences based on aviation and space.

Increase community involvement of pupils, parents, private enterprise and government.

To provide meaningful job opportunities on both a part-time and full-time basis.

Stimulate post-secondary training and education for those who will see the need for it and benefit from it.

Provide additional reasons for Cardozo pupils and parents to be proud of their school and community because of their significant innovative education program.

Our justification for requesting funding of this program is in the fact that Cardozo pupils in substantial numbers see little relationship between what goes on in school and how they might locate and keep a job. Many fine and able Cardozo students do not have opportunities to learn how they might pursue a career or profession in aviation and space.

Students generally see little relationship between themselves and private enterprise and government. This program will give all participants opportunities to accomplish all of the above while providing self-image opportunities of attainment in a relevant and growing medium—aviation. They will literally fly. They will see a relationship between regular school studies and flight and thereby improve their performance and attainment of basic educational goals.

In essence, dropouts will be reduced, attendance improved, and educational attainment enhanced in measurable terms. Those pupils who are not direct participants in the program also benefit by having confidence in school, community, and the establishment as a result of the changed behavior they see and understand as illustrated by their peers who are in the program. This is a very important ancillary product.

I shall not further abuse your indulgency by relating to you now the numerous additional educational fascinations and possibilities of this one program. Learning through aviation does exist at this school now. One of the Cardozo students who will appear later in a panel discussion will provide more information resulting from his personal experiences in learning through aviation this year.

The title I programs presently provided for our students, including the learning through aviation program, for which we have requested modest funding, do serve moderately the needs of the youth of Cardozo High School, all of whom are greatly disadvantaged.

However, additional programs and services must be provided, as well as increased funding of successful programs now in operation if we are ever to close the widening gap experienced by the youth of low socioeconomic families. More guidance counselors, teacher aides, library aides, and clerical assistants are needed.

Additional educational supplies, texts, and materials are required to assist and supplement the efforts of the teachers and administrators toward meeting the social, cultural, and educational needs of our students.

First priority of funds for education should be given to the disadvantaged youth of America—title I accomplishes this best.

Thank you.

Chairman **Perkins**. I am very much impressed with your statement, but please elaborate on the last sentence where you say, "First priority of funds for education should be given to the disadvantaged."

Just what do you mean by that?

Mr. **Brown**. I mean that generally funds provided for general assistance to education, and therefore spread across all students, do not adequately and sufficiently provide for the needs and services that disadvantaged youth do certainly need if they are ever to be able to catch up in any manner.

Chairman **Perkins**. Yes. In other words, in terms of priority you place the disadvantaged youngster, from the standpoint of special educational services, ahead of teacher salaries and the bricks and mortar. Is that correct?

Mr. **Brown**. Yes, sir.

Chairman **Perkins**. And you feel that title I programs should be strengthened before we go in that direction. Is that what you are stating?

Mr. **Brown**. I think so, sir, because title I is specifically directed to those students from families who are at the lower economic and social strata.

Chairman **Perkins**. I noticed you enumerated the priorities—more guidance counselors, teachers aides, library aides, clerical assistants, and additional educational supplies, texts, and materials are needed. Going through your buildings here this morning, your home economics teacher and your business teacher complained about inadequate facilities. Just how short are you here at Cardozo, in this great school system, from seeing that the deprived child has the equipment and facilities that he should receive? In a more affluent section of the city, undoubtedly, some of the parents would be able to furnish a lot of the supplies and the children may have those supplies at home. I would not think, however, that too many of the children, especially those so classified in the lower income levels, have the supplies at home, because their parents are not able to buy them.

Mr. **Brown**. That is correct.

Chairman **Perkins**. And to what extent are you affected here?

Mr. **Brown**. Well, very, very severely. We have to assume, because it is almost a proven fact that every kid——

Chairman **Perkins**. Would you talk just a little bit louder?

Mr. **Brown**. That every kid has little to draw upon educationally within his own individual home. We have to provide most every educational piece of material, text, paper, note-taking materials, materials for work in classrooms, laboratories, as you saw, in the home economics department, science laboratories, even provide food for them, and transportation.

We attempt to bridge and circumvent the void that certainly is there educationally as well as socially for our students. And we don't have all sufficient needs and materials and services to meet that. We do have, as compared to other title I schools, a fairly good and sizable staff, but we could have twice as many pupil personnel workers. We have five, and are still not able to service all of our kids who still seriously need and require their services.

The caseload of these five pupil personnel workers alone is over 800.

Chairman **Perkins**. There is such a story to tell among the educators in the District of Columbia, and we are going to let you tell it. But because there are so many witnesses we will operate under the 5-minute rule. I do, however, have one concluding question: On page 6—and I know your statement was prepared hurriedly this morning, I just received it myself—you make reference to "in essence, dropouts will be reduced, attendance improved, and educational attainment enhanced in measurable terms."

Now going through the District and visiting in these classrooms, many of your student teachers and special teachers in title I junior high schools have told me that the dropout rate in the senior high schools in the Dunbar section has been affected considerably. From your experience here, as a principal, has the title I program affected the dropout rate?

Mr. **Brown**. Yes, sir, very definitely. To begin with, in the summer, members of the title I pupil personnel team do canvass the entire area from which our students come. They go and contact the parents and the students who have left school the previous year, before they completed. They encourage those students to return to school. This past September, we had, resulting almost directly from the efforts of the pupil personnel team alone, over 200 students who had dropped out the previous year to return to school.

Most of them have continued to remain in school this year, because of the close contact, ancillary services, and so forth, the title I team has been able to provide, in addition to the services the work coordinator provides, the job conditioning teachers, the guidance counselors, and additional administrative sources, aides to the teacher, who enable them to make better preparations to provide for meaningful experiences within the class, along with student assistants.

Chairman Perkins. One concluding question. You stated that the Congress made available recently extra money, which should have been made available to you a year ago. Because the appropriations bill for the fiscal year 1970 was delayed six months, it was argued on the floor that you could not effectively spend that money, but I knew in my own mind that you would. How are you spending your money—the little extra title I money that you did get?

Mr. Brown. We were hurt, because of the delay. I am sure that has been established many times. The spending of it, though it is late, certainly, we are accomplishing with no difficulty in the purchasing of additional materials and supplies that we had long needed and been forced to work without during the school year. We have had no difficulty in expending those funds.

Chairman Perkins. Mr. Hawkins?

Mr. Hawkins. Mr. Brown, I wish to commend you on your very excellent statement. On page 4 of the statement, you say that the justification for requesting funding of this program, and you are referring to the aviation program——

Mr. Brown. Learning Through Aviation, sir.

Mr. Hawkins. Is it the fact that Cardozo pupils in substantial numbers see little relationship between what goes on in school and how they might locate and keep a job? Would you elaborate on that statement? Because it seems to me that it indicates a tremendous weakness in American education, when the ordinary classroom pupils see very little relationship between what is going on in the classroom and the outside world.

Mr. Brown. Well, as you stated, it is not a problem of significance only to Cardozo High School. There is the difficulty of making connection between school and the world of work nationwide. We do feel that as diligently as our educational programs are conceived and planned and effected within the school, that there still is a greater need to find and to involve the students in turn-on type devices and associations, so that they make more clear associations between what they are doing in the school and the study of specific subject and content areas to the world of work, and I think that aviation is a connection. The relevance of the subjects in sociology, English, communicative skills, health, et cetera, can very well and very clearly be established through an association with aviation.

Mr. Hawkins. Do they not see some relationship, or why do they not see some relationship between what they are learning in the school classroom and, let us say, some of the increasingly short occupational skills of today in medical technology, or in white-collar occupations, as officials and managers of corporations? Certainly here in the District, why it is that they see no relationship between what they learn in school and, let us say, government? There are careers in government which certainly should be made available to these.

Mr. Brown. Well, Mr. Hawkins, I did not say they do not see any. I can't agree that they do not see any relationship. I am seeking ways and means of increasing their awareness of the relationship. We have many, many Cardozo students who participate in part-time employment, at FAA, the aviation agency, at NASA, in private enterprise, where students work in many and varied kinds of occupations, and in varying degrees, they are making an association between what they are receiving and doing in the classroom and the world of work.

I am making a pitch for an additional program that I feel can capture the interests of those who are not at this point tuned in.

Mr. Hawkins. In what specific way do you believe that the Congress itself can assist you so that it will not be necessary to say that a substantial number see little relationship? What can we do to reach that substantial number to which you refer so that they will also see some relationship?

Mr. Brown. At this point, we are asking for more funds to provide greater services, educational materials, et cetera, so that we can add to their education experiences, allow them to participate in work and study programs, and give teachers assistants so that they get more time to devote to individual students and their individual educational needs. Funding, right now.

Mr. Hawkins. Thank you very much.

Chairman Perkins. Mr. Landgrebe?

Mr. Landgrebe. Mr. Brown, I would like to pursue this question asked by Mr. Hawkins a bit further. In fact, you referred to this problem, also on page 3, when you noted a decreasing interest of students in their studies, and the relationship. Wouldn't it seem to you that there ought to be maybe some of this title I money spent to try to convey to your teaching staff the importance of the free enterprise system? It seems to me, and in my own contacts, it seems that we have developed a, maybe a division or a suspicion between the business community and the education community. Do you have any comment on that observation?

Mr. Brown. Yes, sir. In the proposal that I elaborated most upon, the Learning Through Aviation, as in other programs, we certainly attempt to conduct, we need to do more in the area of continuous staff development, and to provide meaningful experiences for staff, because even our teachers need to be continually educated more, provide them the ways and means and aides and programs through which they may make the classroom work meaningful and establish relationships to the world of work and the world as it exists.

Staff development is needed. Most every program, and certainly the Learning Through Aviation, which I am pursuing, does include requests for funds for staff development. We do realize the need to educate our staff as well as the students; if this program, if any program, is to be effective, the staff must be also tuned in and kept abreast and be fed and have an opportunity to feed in information, aides, programs, et cetera, to keep the program vibrant and meaningful.

Mr. Landgrebe. One more quick observation. I know time is fleeting. I visited a high school recently in the District, and asked a group of 23 girls if any of them wished to and intended to be school teachers, and I was aghast, amazed that not a single one of these girls, a 14-year-old group, had any desire or intention of becoming a school teacher. It seems to me there is a gap between education and the educators, or it is not only have the kids lost an interest in the business community, but there seems to be something like it in the educational process itself. I was really disturbed about this.

Mr. Brown. Well, I am disturbed about this, also. It seems that our young people do perceive and understand quite well the difficulties that a teacher has to contend with in the pursuit of his profession. It in no way, shape, or form, is an easy task. The salary is not very encouraging, the work is hard, the hours limitless, and I have to give our young people credit for being able to see that this is a tough job.

I am still, however, concerned that we encourage more of them to pursue teaching as a career, because we certainly are going to need many, many well-educated, well-prepared teachers for the future. But they see and know that it is hard work, right now. And the 14-year-olders, many of them, were contributors to the teachers' woes, I am sure.

Mr. Landgrebe. I believe that is all. Thank you.

Chairman Perkins. Mr. Clay?

Mr. Clay. In response to Congressman Hawkins' question, you stated that more congressional and more Federal funds would—well, you really implied would really solve the problem. I would like to know how more Federal funds would make the educational curriculum more relevant to life, and to our society, unless there is a basic change in some of the archaic notions of education and educators.

Mr. Brown. All right. I don't, and wouldn't claim, and I hope that you didn't understand that I figured Federal funds, title I especially, as the single item to be the solution to our problems. They are much, much too great, too broad, too deep, entwined in personal and interpersonal relationships, for funds alone to solve our problems.

We still are a people-to-people institution. That is how the work is accomplished. My point, though, and my point about requesting additional Federal funds, is that we would be able to provide other programs through which we could achieve a turn-on, so that we can hopefully extend our base from which we are meeting the needs of youth.

Mr. Clay. Is there a need for basic change in our curriculum?

Mr. Brown. Surely. Absolutely, sir. I do feel that the very mention of aviation, and bringing it into the high school, this is unique. I am talking about actual flight experience for students. That is not archaic. The airplane itself is new, growing, a booming thing, and I wish to connect and hook up to that. It has the greatest possibilities. Space is endless, and aviation can take us there and maybe some of our kids along with it. It has to work as a turn-on.

Mr. Clay. How many children are involved in the aviation?

Mr. Brown. Right now we have 45 students participating this year. Now that is without funding from outside sources—excuse me—Federal sources, other than the support of the education director of FAA has given us, NASA officials, Smithsonian Institution officials. We have been fortunate enough to have a close association with those agencies.

Aerospace Club of Washington has donated $4,500 for actual flight time for 25 students. The Negro Airmen International have associated themselves with us. They make personal associations with our students. It helps their personal esteem to see black men who are in this business, and we have others.

Mariott Corp., Government agencies, who have this year, even, provided us with support and promised even more.

Mr. Clay. Yes. You speak of this aviation program as motivation. Is there an actual linkage between the program and industry? By that, I mean, do they actually go and work in the industry, so many hours a day, and then come back for study?

Mr. Brown. Right now, we have five young men who are part-time employees of the Federal Aviation Agency. They are in a rotating job program, where they work, in a tower, in other areas, administrative areas, of FAA, and out at National Airport.

Mr. Clay. How many students are in Cardozo?

Mr. Brown. 1,632, presently.

Mr. Clay. 1,632?

Mr. Brown. We started the year with approximately 1,800.

Mr. Clay. How many do you expect to go off to college?

Mr. Brown. Last year, we were very pleased to have a significant increase in the number of Cardozo students going on to further education. We had 47 percent of the graduating class last year, which was a graduating class numbering 350, go on to further education. To this date, the number of students in this graduating class of next month——

Mr. Clay. Approximately 50 percent of these 1,600 students, then, you expect to go off to college?

Mr. Brown. No; that isn't what I am saying. I am saying, I wouldn't attempt to give you a percentage of the total students enrolled, presently, who will go to college. Let's face it. Many of these kids in school today will not be around to graduate, with the way things are now. I can only quote figures as related to the number of students who graduate. So far from this year's class I expect we will have a more significant percentage of the graduating class. It will be approximately 360, going on to further and higher education, because already, to this date, we have had a greater number of acceptances of our students to colleges and universities than we had at this point last year.

My experience only extends over 2 years, by my physical presence as principal.

Mr. Clay. One last, brief question. What was the intended capacity of the school when it was built?

Mr. Brown. I believe approximately 1,500. I am not absolutely sure.

Mr. Clay. And you now have 1,600?

Mr. Brown. Yes and we expect to have 2,000 in September.

Mr. Clay. When was this school built?

Mr. Brown. About 1930, and Cardozo came into the building in 1952, I believe. It was originally Central High School under the divided school system. And just prior to combining the systems, Cardozo moved here, when there were only 600 whites in this building. Cardozo had over 1,200 in a building built for 800.

Chairman **Perkins**. Mr. Hansen?

Mr. **Hansen**. Thank you, Mr. Chairman. Thank you also, Mr. Brown, for a very helpful statement. Let me ask you, how many counselors you have in Cardozo?

Mr. **Brown**. We have six assigned counselors, sir, and I have bootlegged the services of a seventh, by manipulation of our staff organization. And we could use five or six others.

Mr. **Hansen**. You would consider counselors as being an important part of any program designed to help disadvantaged students?

Mr. **Brown**. Yes, sir; very definitely. The students now enjoy, and certainly they should have always enjoyed this, but they do now enjoy the great freedom of choice in the selection of their subjects. This means they should have guidance of informed and concerned individuals, in addition to the classroom teachers.

Mr. **Hansen**. Now can you tell me how the student counselor ratio at Cardozo compares with other schools in the District of Columbia? Is it a higher ratio, lower ratio, about the same? Do you know?

Mr. **Brown**. We are the only high school in the model school division, and I believe that we probably have one or two more counselors than other high schools of the same enrollment. And still, believe me, we need more.

Mr. **Hansen**. So you are a little better off, but you don't have significantly more than other schools?

Mr. **Brown**. The ratio, pupil to counselor, is probably less here than in other or some other high schools, and I do not know all of them, by maybe 60 to 100 students per counselor.

Mr. **Hansen**. Thank you very much. Thank you, Mr. Chairman.

Chairman **Perkins**. You, I believe, referred this morning, when we were discussing all the Federal programs, to about 40 juniors and seniors in the Upward Bound group. I ask you, if funds permitted, would there be many more involved?

Mr. **Brown**. I think so. I am pretty sure there would be four times, or more, and we up very significantly the——

Chairman **Perkins**. Even though this school is classified as a model school, and everybody is to contribute, I mean, your faculty and citizenry and other patriotic groups, you still have these shortcomings that are not present in the affluent schools in the suburban areas?

Mr. **Brown**. Yes, sir.

Chairman **Perkins**. Thank you very much for your testimony this morning.

Mr. **Brown**. Thank you, sir.

Chairman **Perkins**. The next witness we will call is Mr. Gilbert Diggs, Assistant Superintendent of the Model School Division. After I introduce Mr. Diggs, I will have to leave to go to a hearing, but I have had the chance to get the benefit of his thinking as I was visiting numerous schools throughout the District in the past 10 days. Mr. Hawkins will preside in my absence. I am hopeful that we may call on another witness following the Assistant Superintendent. Just as soon as the Congress adjourns this afternoon, I will come back, and I hope all the Members that are present here will come back with me.

There will be cars to bring us back, and perhaps we can continue until 9 or 10 o'clock tonight. The House should adjourn by 4:30 this afternoon. We have some Federal programs here in which the people involved are most interested, and they want to tell the Congress about the shortcomings, and how they feel these programs can render greater service and be improved. I think the District of Columbia schools, those affiliated with it, and parents, and pupils, should have the opportunity, and we are going to give that opportunity.

Go ahead, Mr. Diggs.

STATEMENT OF GILBERT DIGGS, ASSISTANT SUPERINTENDENT, MODEL SCHOOL DIVISION

Mr. DIGGS. Good morning, Mr. Chairman, Members of Congress, staff members, visitors, and students.

It is with a great deal of pleasure that I have this opportunity to appear before you on behalf of the students in the District of Columbia school system, and primarily those located in the geographical boundaries of our school Division. You will notice that the statement which I presented to you is an outline of my testimony, so, therefore, I would beg your indulgence in a departure from time to time, but I will adhere to it to the best of my ability.

I would like to say at the outset that my presentation will be based upon an overall concept of the possibilities and the strategy which we use to educate students, whether they are inner-city students or otherwise.

First of all, we find it absolutely necessary to reach the student at a very early age. By that, I mean prior to the age of 7 or prior to the age of 6, and, in many cases, prior to the age of 3.

Secondly, once we have reached a student, we subscribe to the fact that there must be an abundance of teacher learning experiences. I would like to qualify that by saying that all of us, those who are members of pupil personnel services, counselors, teachers, and administrators, all are teachers. Even the parents and the citizens are teachers. So we expand the concept of teacher.

This past provision of positive teacher learning and experiences must be produced in an environment which is conducive to the success of these experiences. And I would like to expand the concept of environment to include everything a student must have, having been exposed to these conditions, feel the need and the importance of self-assessment, to determine where he fits in society. Unless our educational systems address themselves to this component, students then will find themselves lost in terms of our present environment.

And finally, any student must have a concept of a future, a perspective of the future, and therefore, our educational processes must aim for the 1980's, and the 1990's, and not the 1970's necessarily, and specifically not necessarily 1970 as a year.

So with that as a general context, I will proceed more specifically with the statement that I have presented to you.

At the present time, the schools which are located in the Model School Division can profit immeasurably from additional title I funds. The key to the learning process is the teacher. However, they must have adequate support in terms of supportive staffs, supplies, and materials, an abundance of opportunities for in-service training and parent and student cooperation.

Our most successful innovations in these areas are as follows:

1. The preschool program;
2. The teacher aide program;
3. The in-service education program developed by a teacher peer group;
4. The community school program;
5. The concentration upon the improvement of reading program; and
6. The cultural enrichment program.

The expansion of these approaches for the education of our students will result in more academic success and progress by the total young and adult community. I would like to emphasize the expansion in terms of the adult community, because we choose to combine the two processes of education.

At the present time, the capability for increasing the services in these areas is very high, although an expedient rate in this regard is essential. So while we implore your assistance to seek additional title I funds, I also want to make it abundantly clear that we have the capacity to utilize these funds, in terms of their services and also the capacity to utilize them with discretion.

Specifically, an additional sum of $1 million for the schools for which this Division has the responsibility will enable us to broaden and intensify these existing programs. Consequently, we will obtain a substantial index for subsequent improvement in the quality of our education program in the Model School Division.

I could expand on a number of these concepts, but I would rather reserve the time, so that you may have the opportunity to ask questions, in regard to what I have said.

Mr. HAWKINS (presiding). Thank you, Mr. Diggs, for your statement. On page 1 of the statement, you make the suggestion that an additional sum of $1 million will enable us to broaden and intensify these programs, and obtain a substantial index for subsequent improvement in the quality of our educational program and Model School Division.

In view of the fact that it doesn't seem that the Congress is going to appropriate any additional money, and I don't know where else you are going to get it, do you have any suggestions of what we are going to do in education, in view of the fact that everyone seems to suggest that additional money is needed, however, we know that it isn't contemplated that that money is going to be made available? So what do you think is the answer?

Mr. DIGGS. First of all, I am very much——

Mr. HAWKINS. Short of expending money. Do you see any other reforms of education that may enable us to solve some of the difficult problems?

Mr. DIGGS. While I am very disappointed to know that the prospective is that Congress will not provide substantial additional funds, and I hope that this turns out to be altered to a degree, my suggestion pursuant to your point of view is that I would hope that the country as a whole would come to a realization that the educational process is an extremely expensive one, and that education is a preventive approach to the ills of our society, many of them, in fact, and that even though it is expensive, it is far cheaper than the correction which we must now provide for the ills that exist.

Therefore, I would assume the point of view that the public should try, along with those Congressmen who are committed to the necessity for providing these resources, to convince those Members in the congressional body of the importance of supporting the institution of public education in America, because I think on the basis of the degree to which our public education succeeds, America will succeed.

So I submit that as the No. 1 approach. Frankly, after that one, I don't have much left.

Mr. HAWKINS. Certainly, Mr. Diggs, I was only giving you my own views that the huge requests that are being made to us across the country for additional money are not certainly going to be granted as easily as sometimes expressed. I am not stating my desire that this should be a fact, but I think it is pretty obvious that not only in the District, but elsewhere, that the taxpayers don't seem to be desirous of voting school bonds, that State legislatures don't seem to be desirous of at least maintaining their present effort, and certainly, not of increasing it, and that at the Federal level, we are presumably at a great economic squeeze of trying to fight against inflation.

Now under these circumstances, I don't see how anyone could with a great deal of enthusiasm say that the money is going to be made available to provide for all of the needs as have been expressed. I think that it is most unfortunate that we are in the process of admitting that these educational needs do exist here in the District. You find it necessary to concentrate on fewer and fewer pupils, in order to help those, and in a sense, write off all of the others that don't even get assisted.

So that merely to suggest, it seems to me, that additional money will be helpful, is only a part of the problem, and that we had better turn inwardly to see what other reforms we can make in addition to that in order to correct it. I am not saying that I personally don't feel that more money should be made available, but the majority of the Congress doesn't seem to be in that position or in that mood.

Mr. Landgrebe?

Mr. LANDGREBE. Thank you, Mr. Chairman. Mr. Diggs, you addressed your statement to No. 1, the key to the learning process is the teacher. Title I does not increase the pay of your District teachers, does it? It provides them with additional staff members, and I will refer back to Mr. Brown's comment, that one of the complaints of the teachers is being underpaid.

Now title I does not provide additional pay for teachers in classrooms, does it, or does it?

Mr. DIGGS. No, title I doesn't provide additional pay to the teacher in the classroom. My reference to the teacher being key here is related to effectiveness of the teaching performance in a given situation, and so title I funds do provide those additional services, which do increase the effectiveness of the teacher.

Mr. LANDGREBE. You list six different items here that have been successful innovations, and then you go on to say that you feel an expansion of these approaches will result in more academic success and progress. Now we have had title I funds for what, 3 years, or something? Have you any definite proof, anything concrete, that you can show me as a member of this committee, that the expenditure of the title I funds has so far resulted in more academic success and progress? What definite proof have you that this so far has made some improvement, that if we spend more money, there will be even more improvement?

Mr. DIGGS. I can show you that there has been an upward trend in the academic performance of our total school unit. Not school by school, but on an average. I can also show you the extent of increased involvement of the parents and the supportive role of the school, by count and by activity.

I can show you that there has been a specific numerical indication of the decrease in the dropout rate, specifically, as far as Cardozo is concerned. I can also indicate to you by evaluations of these programs which have taken place by nonschool entities of their sociological interpretation of the values, for example, of culture enrichment.

Also, in the area of the improvement and the effectiveness of the teacher, those studies we have on hand. And thus, on the basis of these studies, I make the statement that expansion and intensification of these services will continue to improve the quality of the educational attainment of our students.

Mr. LANDGREBE. I will appreciate it very much if you will put some of these—at least the most dramatic improvements, those that are clearcut—I would appreciate it if you would present them to the committee.

Mr. DIGGS. I would be very happy to.

Mr. LANDGREBE. Thank you.

Mr. HAWKINS. Mr. Hansen?

Mr. HANSEN. Thank you, Mr. Chairman.

Among the areas of innovation mentioned in your statement is the area of preschool programs. Would you describe a little further the kind of preschool programs you have been able to develop with title I funds?

Mr. DIGGS. We have two kinds of preschool programs, and I would like to distinguish between the prekindergarten program and the preschool program, and I am addressing myself to the preschool program, which is a program that accommodates students, children, of approximately 2½ years of age, through to what we call the prekindergarten level, which is 5 or 6.

We have operated these programs in church schools. We have five such programs, and we have regular teachers; it is a program that works in cooperation with the Office of Economic Opportunity, the public schools, and the funds which the public schools have to support, let's say, a fair share of the financial responsibility. And these students come to this school by virtue of guidelines which are developed cooperatively by the public schools and the Office of Economic Opportunity, and we have been able to serve 400 of these students, per given year.

And from our evaluation of studies, from reports of the teachers who receive these students in the early years in the school, from the reports of the parent interpretations of the progress of these students in the preschool programs, we find that this is an extremely valuable component of our operation, and as you know, the first 4 or 5 years of the child's life actually amount to what is considered to be 10 or 12 years in our ordinary thinking.

Much is achieved from the time the child is born through the ages of three and four. And we have come to the conclusion that if we insist upon trying to correct damage which is done in the first 3 or 4 years of life, we will always find ourselves catching up with the educational progress of a given student, so we want to reach the student before the damage is done.

Now, I might add an additional component of that program is the requirement that the parents be involved with the school program, so that they themselves will know how to supplement the services during the hours that the child is not in school.

We subscribe to this program wholeheartedly. We would hope that eventually this program would move into the regular school approaches, so that regular schools, then, will have children as early as they can possibly reach them, and carry them through without having to stop at the first or second grade level and correct 3 or 4 years of, let us say, damage.

And this has been done in many other countries, and we see it as one of the most likely approaches to solve the problems of, in quotations, "inner-city" educational endeavors.

Mr. HANSEN. Do I understand from your response that it is your feeling that with a given amount of money, a program aimed at the preschool years can produce more benefits than the same program during the school year?

Mr. DIGGS. Well, I don't know whether it would produce more benefits, but I would certainly say it would produce as many benefits as any other program, because as the foundation of the educational process is built in other programs, we must depend upon this foundation and the preschool program will very definitely build the foundation within each student and child for academic progress in the future, so I am concerned about prevention, and also building the foundation, and this foundation, as we subscribe to it, can best be built in the early years of a child's life.

Mr. HANSEN. Thank you very much. Thank you, Mr. Chairman.

Mr. HAWKINS. Mr. Clay?

Mr. CLAY. Yes. To what extent has Cardozo involved other educational resources of the community in developing its curriculum?

Mr. DIGGS. Ordinarily, Mr. Brown would answer that question, but I will answer for him, unless he is here. We have subscribed to the fact that throughout the whole model school division, that is from preschool through grade 12, Cardozo is leading and assisting the child to find his place in life after the high school years, that we consider several components in developing all of our curriculum approaches. The first component is the teacher; the second component is the administration; the third one is the students; the fourth one is a matter of parents involvement, and ultimately, the services and the facilities in the communities of our schools.

So we take the whole pattern. If we miss any component, it is only incidental, because we go and look for it.

Mr. CLAY. Is there any followup after graduation to try and determine what happens to students?

Mr. DIGGS. Yes, there is.

Mr. CLAY. Can you tell us what usually happens?

Mr. DIGGS. One of the problems is that we find this is a process which is so involving and time-consuming that we run out of people to do it. That is one thing we find out. But those that we are able to keep track of bring to us a kind of revelation on which we base our concepts as we describe them today, and that is that the students who have left our schools have far more potential, and ability, and capacity, and interest, than we have been able to provide the services to captivate.

So therefore, we intensify our efforts to do justice to these students before they leave. This is their finding. So we may find the student who is 15 years of age, may find one 16, 17. The fact of the matter is, he is struggling at this point. We find out that when he is 18 and 19, that really, he had what it took, and what it takes, to be a successful citizen.

Mr. CLAY. I am quite sure that you are aware that in this country we keep our children in school longer than any other country in the world, and that the unemployment rate for youth under 21 in this country is also the highest in the world. Do you see any relationship between that unemployment rate and the inability of the American schools to prepare children for life after school?

Mr. DIGGS. There are two sides to that question. I think there is a relationship to the ability of the school system to prepare for employment, but on the other side of the fence, I think that we must begin to recognize the fact that the schools have a greater responsibility than simply to prepare for employment.

The schools have the responsibility to prepare an individual to have a reasonable degree of success in his adult life. Now that doesn't necessarily mean that he has to have a job. I think we have to relate these two factors, so that——

Mr. CLAY. Can you imagine him being successful without a job?

Mr. DIGGS. Yes, I can imagine a number of adults who are in school now who would be successful without a job. They just haven't made the right job.

Mr. CLAY. Can you name me one adult now who is successful without a job?

Mr. DIGGS. Yes, the wife of a person who has a job, who is successful at his job.

Mr. CLAY. Oh, but I think then we need to redefine what a job is. Being a wife and a mother constitutes a job, in my opinion.

Mr. DIGGS. Well, if you are defining a job as that of being a wife, then I think that what you are saying is true. I thought you were speaking of unemployment.

Mr. CLAY. Well, I am speaking of unemployment. I would like to know why so many of our youth are unemployed, and the reason given is that they aren't prepared for employment, in addition to the shrinking number of jobs in this country. There are many jobs that are available that the youth who are coming out of school today are not prepared to fit into, and I would like to know if the curriculum of this school and all schools has any relationship to the youth's inability to get employment.

Mr. DIGGS. There is no question about it. I do feel that the curriculum has to relate to the job market, and that at this point, we must reexamine the curriculum to establish this relationship as more positive than it now exists.

Mr. CLAY. Thank you.

Mr. HAWKINS. Thank you. Thank you, Mr. Diggs.

Mr. DIGGS. Thank you very much.

Mr. HAWKINS. The next and last witness this morning is Mrs. Veryl P. Martin, assistant for special programs, elementary schools. Mrs. Martin, the chairman informs me that you were his guide this morning on his tour, and he is very delighted with the many courtesies that you showed him. He was very much impressed with what he was able to discover on the tour, and he asked me to again express the appreciation of the committee and himself personally for your assistance this morning.

STATEMENT OF MRS. VERYL P. MARTIN, SUPERVISING DIRECTOR, ELEMENTARY FEDERAL PROGRAMS

Mrs. MARTIN. Thank you.

Mr. HAWKINS. Time is running out, and if you would like to some way give us the highlights, or if possible, I don't know how it may be possible to do so, but obviously your written statement is going to go into the record in its entirety, and if it would be possible to summarize it, I would appreciate it, but if you prefer to read it, and think it will even consume less time, you may do so.

Mrs. MARTIN. I will be glad to try to summarize. I am sorry that I do have to cut it short, because I am very thankful and pleased at the opportunity to face Members of Congress, and actually, so to speak, have a chance to sing our song in the District. It is quite unusual, and it really makes me feel personally that we still have what I call hope for education in the District of Columbia.

Mr. HAWKINS. As long as you have this committee, you have hope.

Mrs. MARTIN. Thank you.

There are nine projects that make up the elementary level title I program for the year 1969–70. Each of the project components of the elementary level title I program has been developed with the idea of the project becoming functionally integrated into the overall ongoing program of the participating schools.

Fundamental to the title I act is the mandate that the programs funded by this grant must be over, above, and in addition to the regular program and must not reduce the school district's present support of its activities. Therefore, the overall goals of the school and the specific and immediate objectives were closely reviewed as projects were considered for the program.

Special educational needs of the children in the target areas were considered and projects designed to meet those needs considered most urgent. There are 14 elementary schools, three of which are double units, that comprise the target attendance area.

The scope of these projects include a variety of coordinated and articulated approaches, as well as resources and methods, that are carefully selected to meet the needs of the children and that give reasonable promise of success in meeting those needs.

Consideration has been given to four general areas which make up the format of each project. They are:

1. Pupil evaluation which includes—
    - (*a*) Identification of the child with special needs.
    - (*b*) Diagnosing the individual difficulty for placement in a project.
    - (*c*) Measuring achievement or changes during the project year.

2. Curriculum development or changes which include initially deciding on goals and expectant outcomes for both the teacher and the child.
3. Staff development—to include teacher training, in relation to curriculum development.
4. School and/or classroom organization structure, the scene of operation—where all other facets are put in operation; "where the action is."

Each of these areas are interrelated. Therefore, the overall program evaluation is being developed with these areas in mind.

The projects, which I will not read in entirety, are sketched briefly here, and they are listed in order of priorities as voiced by teachers, parents, and administrators and community persons in the area of our target population.

The classroom assistants project was a project given highest priority. The teacher aide project was initiated, of course, as you know, to concentrate classroom assistants in support of teachers in the project areas. All the surveys we have made with District of Columbia teachers indicate that high on their list of requests stands the need for assistants or aides in the classroom to perform a variety of tasks, especially in the nonteaching category.

In developing our paraprofessional program, as we call it, there has been one basic premise which has pervaded the projects, and that is a respect for that which each individual can contribute to the education of children. Therefore, additional funds would allow for intensification of services in the special areas such as library science, guidance and counseling, playground supervision, and working with special teachers and assisting in Project Read and other special programs we have.

Increase in the aide program can also provide for the recruitment of new teachers from this source by including teacher training activities and college credits for on-the-job performance through the development of the career opportunity program.

An increase in this program can provide supportive personnel needed to improve instructional services by relieving teachers of all nonprofessional duties. It would allow teachers more time to provide individualized instruction. It would also help the teacher aides to become full-time members of a team, instead of as they now do, floating or serving teachers for only a short period of time each day.

Another project, cultural enrichment project, has as its purpose to help close the cultural gap experienced by children of low socioeconomic families. The intent of this project is to provide experiences which are varied, informative, enjoyable, and involving for the age levels of the students.

Because of our limited funding, this project is now restricted in the number and variety of activities that are possible for student participation. If additional funding were provided this project would include extended day services as a part of an after-school enrichment program. More opportunity might be provided, moreover, for the interchange of students to participate from community to community. Personnel, materials, and equipment could be provided to allow children more contact with both male and female adults, while they engage in creative ways of activities, such as, and just as a slight example here, I have listed several, a fix-it shop for the small boys, where children could work with nails and hammers, screwdrivers, and make even soapbox racers.

Teachers could also use these kinds of activities to improve reading or to get children motivated to read. Such reading activities would include building self-motivation for reading just for fun, reading instructions to build the kind of things they might do, understanding measurements and other related arithmetic. This project should and could be extended to include the opportunity for trips and participation in activities now operating or being held in other places in our own geographical area.

Additional funds would provide classrooms with a rich environment to help older children to become, to some extent, self-teaching. Such an environment would include additional adult contact, as well as materials and equipment especially selected to promote discovery, exploration and experimentation.

I shall try to summarize briefly, because I realize my time is slipping away, and I would like to emphasize several things that have been discussed in our local committees that seem to me to be very, very important.

If additional funds were available, additional centers could be established in our early morning physical fitness program, which now serves 400 students. This could be extended. The early morning physical fitness program includes breakfast, physical fitness exercises, and then a supervised shower. It takes place 2 hours before the children enter school, and has a decided effect on changing the attitude of boys and girls toward school.

Another program or project rather, that we feel could be strengthened is the program of strengthening institutional services. This program offers to teachers, teacher aides, and other personnel in title I schools, staff development of a type which they have been requesting. It provides supplies for and assistance in the preparation of materials to individualize instruction.

In summary, high on the list of priorities of extra services for our children were all of our title I programs. Communities in these target areas are very vocal in their demand to keep and especially add to the title I projects. The flow of special funds into our schools allows for our children to be the recipients of supplemental and new programs, immediate program changes and additional input at the local level, through the advisory committees. It allows for more flexible spending in contrast to the line-by-line item spending which seems to be mandatory under our regular budget.

Without title I funding, and facing regular budget and impact aid funding cuts, our schools could not meet the existing needs of our children. If there were no special moneys for special programs, how could we really meet the needs of this larger target population?

Budgets are oftentimes cut, but the children's needs must be met. It is felt that first priority of special funds should go toward establishing programs for the educationally disadvantaged students. They are the ones who really need comprehensive compensatory programs to help them develop their potential, to become productive citizens. Thank you.

(The statement referred to follows:)

STATEMENT OF MRS. VERYL P. MARTIN, SUPERVISING DIRECTOR, ELEMENTARY FEDERAL PROGRAMS

Nine (9) projects make up the Elementary Level Title I Program for the year, 1969–1970. Each of the project components of the Elementary Level Title I Program has been developed with the idea of the project becoming functionally integrated into the overall on-going program of the participating schools.

Fundamental to the Title I Act is the mandate that the programs funded by this grant must be over, above, and in addition to the regular program and must not reduce the school district's present support of its activities. Therefore, the overall goals of the school and the specific and immediate objectives were closely reviewed as projects were considered for the program.

Special educational needs of the children in the target areas were considered and projects designed to meet those needs considered most urgent. There are fourteen (14) elementary schools, three (3) of which are double units, that comprise the target attendance area.

The scope of these projects include a variety of coordinated and articulated approaches, as well as resources and methods, that are carefully selected to meet the needs of the children and that give reasonable promise of success in meeting those needs.

Consideration has been given to four general areas which make up the format of each project. They are:

1. Pupil evaluation which includes:
    (*a*) Identification of the child with special needs.
    (*b*) Diagnosing the individual difficulty for placement in a project.
    (*c*) Measuring achievement or changes during the project year.
2. Curriculum development or changes which include initially deciding on goals and expectant outcomes for both teacher and the child.
3. Staff development (to include teacher training—in relation to curriculum development).
4. School and/or classroom organization structure, the scene of operation (where all other facets are put in operation; "where the action is").

Each of these areas are inter-related. Therefore, the overall program evaluation is being developed with these areas in mind.

I shall give a brief discussion of the programs as they presently exist according to priorities listed by parents, teachers and principals.

Classroom assistance

This project is highest on the priority list. The Teacher Aide Project was initiated to concentrate classroom assistance in support of teachers in the project areas. Surveys among District teachers indicate that high on their list of requests stands the need for assistants or aides in the classroom to perform a variety of tasks, especially in the non-teaching category.

In developing our para-professional program there has been one basic premise which has prevaded the project a respect for that which each individual can contribute to the education of children. Therefore, additional funds would allow for intensification of services in special areas such as library, science, guidance and counselling, playground, working with special teachers and assisting in Project Read or other tutorial activities.

Increase in the aide program can provide for:

1. The recruiting of new teachers from this source by including teacher training activities and college credit for on-job-performance through the development of the Career Opportunity Program.
2. The supportive personnel needed to:
    (*a*) improve instructional services by relieving teachers of *all* non-professional duties.
    (*b*) allow teachers more time to provide individualized instruction.
    (*c*) become full-time members of the team, instead of floating or serving teachers for only a short period of time each day.

Cultural enrichment

The purpose of the Cultural Enrichment Project is to help close the cultural gap experiences by many children of low socio-economic families. The intent is to provide experiences which are varied, informative, enjoyable and involving for the age levels of the students.

Because of limited funding this project is restricted in the number and variety of activities possible for student participation. If additional funding were provided this project could include extended day services as a part of an after school enrichment program. More opportunity might even be provided for the interchange of students to participate from community to community. Personnel, materials and equipment could be provided to allow children more contact with both male and female adults while they engage in creative type of activities such as:

Fix-It Shop for Boys where children could work with nails, screwdrivers, and hammers, or make soapbox racers just for "fun".

Sewing Center where girls can sew simply for themselves. Mothers could also learn to sew for their children. This would be a pleasurable, as well as meaningful, experience. Materials and equipment would be handy so that they might produce something they might not ordinarily be able to own.

Such activities create ideal situations in building self-motivation for reading just for fun; reading instructions to build; making signs; understanding measurement and other related arithmetic.

The project should be extended to include the opportunities for trips and/or participation in activities now operating or being held in other places in our geographical area.

Additional funds could provide classrooms with a rich environment to help older children to become, to some extent, self-teaching. Such an environment would include additional adult contact, as well as materials and equipment especially selected to promote discovery, exploration and experimentation.

Children need time to explore materials. When they are given the time needed, they reveal to the adults observing them, where they are on the path to understanding. A child needs success in a hurry. If he finds a door too difficult to open, the child will turn away, leaving the door shut.

In a classroom with these kinds of materials the "teaching" teacher is also free for far more effective interaction with children. Children learn, whether they are taught or not. What they learn depends to a large extent upon the quality of their environment.

A resource center which would really be an auxiliary stockpile should be established. Where there would be stocked and available to Title I teachers, a variety of general as well as unusual classroom supplies and equipment, there would also be a competent person attending such a facility.

Early morning physical fitness

The Early Morning Physical Fitness Project is planned to serve boys and girls who are handicapped by their home backgrounds and whose school records show a lack of interest, poor performance and poor attendance. This project, financed by funds from Title I of the Elementary and Secondary Education Act, has been organized to serve 5th, 6th & 7th grade boys and is designed to prevent dropouts.

If additional funds were available, additional centers would be established to include more Title I Schools. Gang showers would be installed in each elementary school in order to have a complete program in that school and eliminate the need to travel to another facility. Additional personnel would be employed.

Elementary school physical education today is the subject of a great surge of interest on the part of educational innovators. Movement education programs are one important new attempt to meet children's needs. Through the use of such programs, the child is helped to understand and control the many ways in which his body may move. We believe, as do many educators, that this emphasis on what the body does and where and how it moves can help children work and play better in many other situations. Such a new program could be established.

Strengthening instructional services

This program offers to teachers, teacher aides and other personnel in Title I Schools staff development of a type which they have been requesting. It provides supplies for and assistance in preparing materials to individualized instruction.

Additional funding would provide for the following expansion:

1. Include services for teachers such as:
    (*a*) Afro-American History Curriculum
    (*b*) Specialized services to include the use of experimental reading material.
    (*c*) Language Arts
    (*d*) Training a Substitute Corp
    (*e*) Increase in funding to provide for:
        (1) Instructional supplies (Individualizing Instructional Workshops)

(2) Travel (for teachers observation/participation in out-of-city programs)
(3) Substitute pay (for released time)
(4) Consultant Fees

2. Experimental staffing pattern to include:
   - (*a*) Assistant Principal and/or Coordinator, Title I schools
   - (*b*) Playground, lunchroom supervisors (hourly basis)
   - (*c*) Security personnel

3. The purchasing of equipment and extention of the use of video taping equipment with teachers and children (for specific evaluation of student and teacher). Video taping sessions on behavior modification to help students, teachers and aides could be held.

4. Pit falls in learning concepts or stumbling blocks with all processes could be presented so that students could really concentrate and improve in their deficiencies.

5. Extend our parent involvement by establishing a communications center where parents could learn to talk with and read to their children. They could become familiar with the various facets of their child's school activities. They could actually improve their own basic skills and could further "extend" themselves through conferences using new technical media approaches (video taping, tape recording, etc.).

Several years ago money was available for extra supervisors in schools with special problems. The supervisors had about eighty teachers to help and were able to give much closer on-the-job assistance.

The program promptly proved its value and was moved into the regular budget in two steps. This lowered the city-wide ratio of teachers to supervisor to about 130–1, but gave no special help in identified schools.

With new materials and programs to be learned about, and techniques of individualizing instruction requiring new methods, increased help is urgently needed. The improvement of instruction is the first step in improvng learning. Teachers should have immediate on-the-job assistance with instructional and management problems. A ratio of 50 teachers to a supervisor is reasonable where special problems accumulate, and where a high teacher turnover exists.

We help the child when we help the teacher.

Project Read

Project Read is designed to correct reading deficiencies in the inner-city school children and bring them up to or above grade level in reading and the language arts. Based on results of other Project Read experiments, the average student participating in the project should make a year's progress in one semester, as measured by national norms. We have not achieved this goal because present funding does not allow for the assistance of an aide in each classroom where the program is in operation.

Health and psychological services

Children with behavior problems and special learning difficulties could adjust and learn more quickly with individualized attention. Therefore, Title I Schools have the services of a crisis teacher who, as part of the staff, provides special services to children with specific learning difficulties and behavior problems.

In all Title I Schools, health aides are a part of the staff. They aid in providing health and medical services in these schools.

Language arts

The Language Arts Project is designed to develop the oral and written language facility of culturally disadvantaged children. One of its main purposes is to teach standard English to those children who, in effect, speak an urban dialect. Earlier studies have indicated that this program is effective in doing this.

Additional funding would provide for additional trainng of classroom teachers who would gradually assume functon of special teacher and summer teacher training sessions.

Follow through project

Follow Through at Nichols Avenue elementary primary unit (Kgn.–3rd grade) uses a special model approach. This Behavior Modification Theory program focuses primarily on academic objectives.

With an expansion of matching Title I funds the elementary schools could provide additional opportunities for more experimental kindergarten programs such as Follow Through. Gains that have been realized by these children through concentrated efforts in teaching methods and personnel are now being measured. The evaluation, to date, has been favorable.

Our needs for continuation of these exciting early childhood experiences are acute. Some of the many expansions requested by parents and teachers are the following:

1. Additional personnel to strengthen the focus on individualizing instruction (more para-professional, more supportive staff, more parent team helpers).
2. Stipends for parents who want to help in classes and/or attend special classes.
3. Compensated released time for teachers to further familiarize and strengthen their skills.
4. Supplemental materials and equipment so necessary to implement these programs for young children.

Mr. HAWKINS. Thank you, Mrs. Martin, for a very excellent statement. I know the time is limited, but I would like to ask you at least one question.

On page 7, you speak of Project Read. You indicate that based on results of other projects of this nature, the average student participating should make a year's progress in one semester.

Now what have been the results? Has the Project Read to which you refer actually succeeded in producing this 1-year progress, as indicated despite the fact that you have not had the assistance of an aide in each classroom? Has this been the only deficiency that has prevented you from achieving that 1 year of progress?

Mrs. MARTIN. The project has not achieved the results it set out to achieve. And it has not achieved those results, we feel, we do not know, we do not have positive evidence—but we do not feel that it has been given a chance to really operate as it should because from the very beginning we have not been able to pay for all of the facets of the program as it operates. One of the main facets of the program is the fact that in order for it to achieve this, it is said that there must be this extra adult person closely allied with the teacher as a part of the teaching to make the program operate, and we would like to have funds, additional funds to really find out if this is true.

In California, and in New York, they do have some slight evidence that it can be, it could happen, if we had all of the things that are supposed to be available.

Mr. HAWKINS. Well, the evidence has been so limited and scattered, that I was just wondering on what you based that rather optimistic assumption that this particular project would result in that type of performance.

I didn't realize that these projects, even in California, had been that successful.

Mrs. MARTIN. I do not know, and I am not sold on the project as such being successful until it is proven. We just want an opportunity to try to see if it could do such a thing for some children.

Mr. HAWKINS. You think it is worth a try?

Mrs. MARTIN. Yes, I do. At this point, we are trying to individualize instruction for every child, and if Project Read will reach any of these children, then we would like to try to use it.

Mr. HAWKINS. All right. Mr. Landgrebe?

Mr. LANDGREBE. Mrs. Martin, what are the general qualifications for an aide?

Mrs. **Martin**. The general qualifications for a teacher aide, an educational aide, are first, that they should have a high school education, or 2 years of experience, or 60 hours of college credit.

Now there are two classification of aides. One group of school assistants, as they are called, are classified as Federal civil service employees, GS-2. That type of educational aide simply has to have a high school education, or an equivalency. The tutorial aide, or the GS-4 classified aide, must have had 2 years of experience with children, or 60 hours of college credit.

Mr. **Landgrebe**. Thank you.

On page 5, you list some of the goals that are being made and comments made to me recently, wouldn't it seem wise to have a course on appreciation of our economic system in America? So that for these boys and girls we can close this gap that seems to be so noticeable between the student and our system, not only the system of the American Government, but also our social system, our economic system, that has for 200 years apparently been quite successful?

Mrs. **Martin**. I think such—I know that such type of curriculum activity is included in the curriculum for our children. We simply in title I know that we need to do much more of a job, and we want to include many other things along with this, to help them grow into understanding.

Mr. **Landgrebe**. Thank you.

Mr. **Hawkins**. Mr. Clay?

Mr. **Clay**. Yes. Mrs. Martin, I would like to commend you on an excellent and very informative presentation.

Mrs. **Martin**. Thank you.

Mr. **Clay**. I only have one question, and that is, if you were a legislator, how would you improve title I?

Mrs. **Martin**. That is a very hard question. At this point, I suppose all I would be faced with would be the fact that I would like to make it a little bit larger as far as the funding is concerned. That is about uppermost in my mind at this point.

Mr. **Hawkins**. Mr. Hansen?

Mr. **Hansen**. Thank you, Mr. Chairman.

And let me join my colleagues in expressing to Mrs. Martin our very sincere appreciation for a most comprehensive and constructive statement. This is, I think, one of the most important considerations to these hearings. You have been most specific in outlining and describing the projects undertaken, and relating them to the overall purpose of title I. As I understand your statement, the list of projects is in an order of priority which represents the general consensus of the parents, teachers, and principals, is that correct?

Mrs. **Martin**. Yes; only as they exist presently in schools. In other words, they are the programs that we were allowed to fund this past year, and which are in progress now. This does not include all of the other kinds of programs and projects generally that have been accepted by local committees for funding in the future.

I polled them according to what we already have in operation, and these are the kinds of things that are listed here in priorities.

Mr. **Hansen**. The one that particularly caught my eye was the one listed next to last. That is, language arts. A great many of the witnesses who have testified in earlier hearings on this and related programs have emphasized the importance of developing language skills as a means of overcoming disadvantage in the learning process. I am a little surprised, therefore, to see it that far down the list of priorities, or perhaps I have misinterpreted the effect of its place in the list.

Mrs. MARTIN. This in no way talks about language arts in general. This is a specific project.

Perhaps I had better explain. This project was, is, a project working with individual classes. In fact, it furnishes for a school a special langauge arts teacher, who has a speciality in that area, and she gives inservice training for teachers as well as children, but she mainly works with children, in language.

Now the committee felt that while this was all important, they would rather concentrate most of their funds in the area of langauge arts where the classroom teacher is better trained, and then if they were able to divert other funds into the use of the special teacher coming into the classroom, they would do that. This listing in no way says that language arts as an area is, you know, at the bottom of the list. It is, in fact, at the top, generally, but in this particular project, which included the use of a special teacher, that is where it was rated; with a small amount of funds it happens to fall that way.

Mr. HANSEN. So if I understand you, you are saying that other projects higher on the list do have an important component that involves teaching the language skills.

Mrs. MARTIN. They certainly do, all of them do, yes.

Mr. HANSEN. Again, thank you very much. Thank you, Mr. Chairman.

Mr. HAWKINS. Thank you, Mrs. Martin.

Mrs. MARTIN. Thank you.

Mr. HAWKINS. That concludes the morning's session. The subcommittee will be in recess until 4:30 this afternoon, at which time we will reassemble in the auditorium at this location.

With that, the morning session is adjourned.

Whereupon, at 12 noon, the committee recessed, to reconvene at 4:30 p.m. the same day.)

AFTERNOON SESSION

Chairman PERKINS. The committee will come to order.

Our first witness this afternoon is Mrs. Marie D. Perry, principal of the Cleveland Elementary School.

Mrs. Perry, I am delighted to have the opportunity to welcome you here. I enjoyed my visit to your school. I saw some things there which were disgraceful to my way of thinking from the standpoint of adequate financing. I want you to tell the committee about the conditions that exist out there, the problems with which you are confronted, and what in your judgment is needed to solve some of these problems. We are delighted to welcome you here and we want you to proceed in your own way.

STATEMENT OF MRS. MARIE D. PERRY, PRINCIPAL, CLEVELAND ELEMENTARY SCHOOL, WASHINGTON, D.C.

Mrs. PERRY. Thank you, Mr. Chairman.

Mr. Chairman, members of the committee, parents, teachers and friends: I should like to thank you for the opportunity of sharing some of the happenings at the Cleveland Elementary School with the committee and to talk to you in the light of two areas.

First, what uses are being made of title I funds by Cleveland Elementary School and the community?

And, in the second category, if additional resources were available how we at Cleveland would use them.

Located at Eighth and T Streets NW., in the heart of an area scarred by civil riots, drug abuse, alcoholism and poor housing. Cleveland Elementary School has 80 percent of its school population designated as title I.

Model school programs utilizing title I funds at Cleveland School include the teacher aide program, cultural enrichment, and elementary staff development. Six teacher aides service each grade level—preschool through grade 6—to promote greater individualization of instruction. In addition to clerical help for the classroom teacher, the teacher aide works under the supervision of the teacher in developing meaningful curriculum for the culturally deprived child in innovations in education at Cleveland School, including pilot programs in team teaching, nongraded primary. Peabody language, Senesh social studies, ESS—elementary school science—and our pilot health program.

Cultural enrichment activities have been provided via field trips—including a tourmobile visit of the District of Columbia, Ford Theatre—as well as multiethnic literature, music and dance experiences.

Elementary staff development by an innovation team, Model School Division, involved classroom teachers, resident subject teachers, and teacher aides in workshops embracing many areas of the elementary program. Newly appointed as well as experienced personnel gained help at the teacher-teacher level.

Supporting services programs utilizing title I funds at Cleveland School include pupil personnel services, audiovisual services, urban service corps and speech correction.

The pupil personnel team at Cleveland Elementary School includes one team leader, two aides, and one worker. Augumenting the service of these people are a psychiatric social worker and a clinical psychologist. The present title I caseload at Cleveland School is 261 children. The team forms a liaison between school, home, and community in problems concerning economic and health needs. Absenteeism among students was reduced by approximately 12 percent due to efforts of this team. The pupil personnel team has helped in followup treatment at Upshur Street Clinic for the pilot health project involving podiatry and phonocardio scan screening.

Filmstrips and records were added to our resource center by audiovisual services. The urban service corps provided eyeglasses and wearing apparel, including 15 pairs of rain boots and coats for our boy patrols.

The appointment of a full-time resident speech correctionist in February 1970 extends therapy to 31 Cleveland students.

Additional resources are needed. They could be used to finance our pilot health program. Through this program, Cleveland School was the site of the first podiatry screening with followup correction of 89 foot problems at Upshur Street Clinic. In addition, all Cleveland students have had heart examinations with the District of Columbia schools' first phonocardio scan screening. Innovations in health such as color vision testing by Georgetown University, obesity study of fifth grade and sixth grade students by Walter Reed Hospital, and drug abuse prevention could be continued and evaluated.

Staff development might include training of health aides from the community as well as a full-time resident remedial reading specialist.

The use of title I funds in the area of health would make parents "health conscious" and evoke community involvement in preventive health measures.

Chairman PERKINS. Let me compliment you on an outstanding statement. I think it is wonderful for you to come here to give us views of the conditions as they exist in your school system.

To what extent would you state that you need additional title I funds?

Mrs. PERRY. We definitely could utilize more teacher aides as far as first priority.

Do I understand you to mean the extent as far as the priority programs?

Chairman PERKINS. Yes.

Mrs. PERRY. The priority would be as far as the staff is concerned teacher aides, because here we feel we could get a 1-to-1 relationship with the child. The teacher could be available for additional innovations. Our teacher aides have been used not only in the area of clerical and housekeeping duties but they have been very helpful in the innovative programs introduced in the Model School Division.

Additional funds would also be helpful as far as pupil personnel services are concerned because without the help of these persons who are working on our pupil personnel team, the health program that has meant so much as far as the involvement of the community would not have been possible.

My third priority would go to audiovisual aids. Many materials as far as teaching aids have been given by way of title I funds. We feel this is a definite advantage to the teaching of the culturally deprived.

As fourth priority our staff feels that cultural enrichment is very important. This is particularly true in light of the fact that the Urban Service Corps funds for field trips were not available to us. We had a cutback in this area and the title I funds for cultural enrichment have really meant a booster shot as far as experiences that are so needed in an area where children are deprived because of cultural backgrounds.

The fifth priority from my staff would be the Urban Service Corps. Those are in the order of the priority of our staff.

Chairman PERKINS. I am delighted that you named those priorities. What other needs do you feel exist there?

Mrs. PERRY. Cleveland is an old building and, of course, anything that could be done to make the working of the innovative programs possible would be helpful—for instance, in the team teaching.

Chairman PERKINS. When was the Cleveland building where you now have all of these children constructed?

Mrs. PERRY. 1907 was the construction date.

Chairman PERKINS. What about your playgrounds? Are they adequate or inadequate?

Mrs. PERRY. The playground facilities are very inadequate. We are forced to hold morning recesses in order to allow children to have recreational facilities. Our most crucial problem comes during the noon hour when children have to play within an area on 8th Street that is barricaded with two signs that permit the safety of the children. In other words, traffic is closed to the Eighth Street area because of a lack of playground facilities.

We have a neighboring park which is the Clifford Memorial Park. However, this park is not open to the school during the school day. It is opened only at 4. So, the area of recreation is a crucial need in addition to this very important area of health which we have tried to supplement in giving services in cooperation with the health department that are not readily available to culturally disadvantaged families; namely, podiatry and other areas.

Chairman PERKINS. Even though your special programs under title I are limited to such things as teacher aides, are you obtaining any visible results from these special programs?

Mrs. PERRY. Even though there is a limitation of funds, we are getting results which in many instances are not tangible. They are subjective results, particularly in the case of teacher aides. I don't think you can evaluate the type of reaction that a child gets with having an additional help in the classroom particularly in the preschool area where we have the only male preschool teacher. For instance, is the father image grasped just by the association with another person in the room. Really, results that cannot be measured can be observed and the involvement as far as some of the community people are concerned with aides in our particular building has definitely been a booster.

Other results might be in terms of reading. The present class scores put us at or near the norm. We feel the use of audiovisual supplementary materials as well as the innovation of the staff workshops have meant the development of the staff as well as our teacher aides, and this has definitely given us some encouragement as far as the innovative programs are concerned in spite of limited funds.

Chairman PERKINS. Over and above your title I school program and including the money you spend for your teachers and the money you get under your school program, how much do you need really to get results in the way of special programs? Should we be spending twice as much as we are now spending on title I or three times as much on the special educational programs? Would you consider that to be the greatest priority?

Mrs. PERRY. I imagine we spend on the average two-fifty per child. I think we definitely need more. We are spreading it many ways and really tapping on the budget in a great many areas, and we really need some supplementation.

I would not like to designate the exact amount because I am not in a position to do so, but I would definitely say we need at least a matching of the present funds in order to supplement.

Chairman PERKINS. Mr. Hawkins.

Mr. HAWKINS. I too wish to join in commending you on a very excellent statement.

Following up the last question of the Chair as to the amount of money that might be spent, did I understand you to say that two-fifty additional might be spent?

Mrs. PERRY. No; I said we average about two-fifty a child in computing the amount.

Mr. HAKINS. Two-fifty per child?

Mrs. PERRY. That is right.

Mr. HAWKINS. On what? Is this title I? Is this the amount of title I spent on each child?

Mrs. PERRY. I was stating what I felt was a minimum amount that we could use to increase the overall picture per child.

Mr. HAWKINS. I still don't understand what you mean by the two-fifty per child. During what period of time would this be?

Mrs. PERRY. I assume if we were to spend in each of the areas where title I funds have been given us, such as teacher aides, in each of those areas we could average two-fifty for each child based on the school population. If we had a population of 600 persons in the school and if we could get an additional expenditure of two-fifty per child, it would certainly boost the present situation.

The chairman asked if I thought it should be increased.

Mr. HAWKINS. I am trying to understand what you can do with $2.50. That is hardly a meal. Over what period of time would you use the $2.50?

Mrs. PERRY. The amount is two hundred and fifty dollars and not two dollars and fifty cents. But the amount is small. This would be just in computing the additional budget.

Mr. HAWKINS. It seems to me you are a little optimistic that with such a small expenditure you could do anything, and I am a little surprised that you mentioned that amount.

Lets get to some of the other questions. As I understand, 80 percent of enrollment is now covered in a special program in title I.

Mrs. PERRY. That is correct.

Mr. HAWKINS. Out of a total enrollment of how many?

Mrs. PERRY. Out of a total enrollment of 357.

Mr. HAWKINS. What is the amount now being spent on each student in title I money? Just give me an approximate amount.

Mrs. PERRY. The approximate spending is not at the building level. The allocation comes through the model schools funds.

Mr. HAWKINS. You mentioned obtaining tangible results. What about more tangible rates, dropout rates, reading scores? I assume the students are judged on a District basis by their reading ability. To what extent has the reading of the children in the title I program been improved? Has the dropout rate increased any?

Mrs. PERRY. I don't think that we have an evaluation on that. At the present time, there are many things that have been introduced in the model schools that have not been just title I funds affecting reading. We do not have the reading program as such, but we have other facets of reading and many innovations that have been introduced as far as the model schools are concerned, but we are not ready for the evaluation in that particular area.

Mr. HAWKINS. What is the basis on which the performance of the children or the achievement is being judged in the District unless you do have some tangible way of measuring the results?

Mrs. **Perry**. We have tangible ways as far as the reading tests which are given and particular schools could add, as far as reading norm scores.

My point is just that on title I we cannot say how much it has affected the school population as far as our schools are concerned because we have 18 elementary schools and eight secondary schools. Therefore, I don't feel I am in a position to take just one isolated factor and say this is contributing.

Mr. **Hawkins**. Eighty percent of your enrollment is under title I and 20 percent is not. What is the performance of the 80 percent as compared to the 20 percent?

Mrs. **Perry**. I really don't think we have evaluative tools that would separate the difference between the two. We have an overall picture of the children as far as the reading, but as far as the effect as against the 80 versus the 20, we don't separate the children in the class whether they are title I or nontitle I. I definitely feel that the text about the introduction of the additional funds certainly has increased their reading scores as compared with former years. The additional field trips and the audiovisual equipment has helped also.

Mr. **Hawkins**. What is the teacher-pupil ratio?

Mrs. **Perry**. The teacher-pupil ratio has just been reduced as of September because of the opening of the nearby Seton School. We have a ratio of 25 to 1. Since this just occurred as of October, we really will be in a position to evaluate whether or not the factor of low enrollment will be an effective one in achieving results.

We feel as far as reaction from the teachers and as far as informal testing to date, it seems to be definitely proving a factor which teachers have longed for and it seems to be working.

Mr. **Hawkins**. Do you have library facilities?

Mrs. **Perry**. Yes, we do.

Mr. **Hawkins**. Do you have a school lunch program?

Mrs. **Perry**. We do, and we serve 129 children. Also we have a breakfast program.

Mr. **Hawkins**. You mentioned psychiatric social workers, clinical psychologists, speech therapists, and so forth. Did you have these positions before title I?

Mrs. **Perry**. We had them in the public schools but they were not available as frequently as they are with title I. For many years the public schools in the District have had psychiatric services, but they have really been rotated as far as school service. With the concentration of a psychiatric social workers and a school psychiatrist assigned to a particular title I school, we get more depth study of the cases. We get more frequent evaluation. The followup is much sooner than through the normal procedure.

Mr. **Hawkins**. Thank you very much. I wish you would submit a statement to this committee indicating just what you mean by $2.50.

Mrs. **Perry**. I was setting that as a minimum. When I heard you say this morning the possibilities of funding, that there had been insight that maybe Congress would not allocate the funds, it was a little discouraging, so I was really setting it at the minimum.

Mr. **Hawkins**. I hope my statement did not discourage you. This committee is finding out what the needs are and what it takes. I am merely suggesting in addition to trying to get additional money, if other things are needed, we should direct our attention to both, because the chairman of this committee and I would vote for the additional funds and some of our colleagues will not.

Mrs. PERRY. Your point is well taken. I only ask that in the consideration you take a peep at the nonsubjective factors because there are some things we cannot evaluate. Take a look at some of the faces of some of the teacher aides, and so on.

Chairman PERKINS. While going through your school system, I observed at Cleveland that practically all of your children needed additional facilities. You state in your testimony that 280 are receiving these services. I am wondering if the remaining children receive the services and the reason some are not receiving any services. Is this because of the inadequacy of funding? Is it because you just do not have the personnel or the facilities? Am I correct in that statement?

Mrs. PERRY. A point of clarification. Did you feel the services were not being extended to all children?

Chairman PERKINS. You mentioned the present caseload for the pupil personnel at Cleveland is 261 children.

Mrs. PERRY. That is right.

Chairman PERKINS. Do the remaining children need the services of the team?

Mrs. PERRY. There are cases of children who need it but we supplement it through the efforts of the staff. At the present time this has been true most of the year. We have had no children who have been out of school due to not having any clothing. The facilities through the pupil personnel team insure the title I children but, in addition to that, if we had additional funds, then other sources would not have to be tapped for supplementary help.

Chairman PERKINS. In summing up your testimony, to have a model school at Cleveland, tell this committee just what you need in the way of personnel, facilities, and other equipment for special programs that you do not now have.

Mrs. PERRY. In summary, in the order that the chairman has designated, the personnel needs would include, first, an assistant principal which would be helpful in an area where we have problems that are additional other than administrative problems, where the task becomes a challenge rather than an issue. Personnel now as far as assistant principalships are concerned is based on school population.

Second, with equipment, we feel that we could profit by additional audiovisual materials and equipment in the health area that would foster the focus on health as far as these children are concerned.

Other urgent needs would certainly be in the area of teacher aides and in the area of additional money for field trips which would do much to broaden the experiences and to give reading a better chance at all levels.

Chairman PERKINS. Mr. Hawkins, do you have any further questions?

Mr. HAWKINS. No, Mr. Chairman.

Chairman PERKINS. Let me again thank you very much for an outstanding statement. I hope you will get more funds so that you can render an even greater service at the Harrison and Cleveland Schools. I know the school needs more facilities and special programs to strengthen it, and I know it takes money to do it, and your system greatly needs it from my own observations.

Again, I thank you very much.

Our next witness is Mr. Robert Belt, supervising director, secondary Federal programs. We are delighted to welcome you, Mr. Belt. You have been with us on these tours and we would like to hear from you at this time.

STATEMENT OF ROBERT BELT, SUPERVISING DIRECTOR, SECONDARY FEDERAL PROGRAMS, WASHINGTON, D.C.

Mr. Belt. Thank you, Mr. Chairman.

Mr. Chairman, members of the committee, ladies and gentlemen, first, on behalf of the secondary school department, I wish to express my appreciation for the interest you have shown in the schools of the District of Columbia. We want you to know we welcome you at any time.

The regular secondary schools at one time had title I programs in 14 different schools. Under the ruling to reduce the target area, we now have title I in only three schools, one of which is a high school and the other two being junior high schools. This comprises about 14 percent of the target area children.

We believe that the low achievement that is so closely identified with the students in these schools is more related to a lack of motivation than it is to a lack of a student's inability to learn. A variety of measurements tend to point this out. We have tried to develop a number of programs which we feel would directly attack this particular problem, mainly the problem of the motivation.

Our first one, the reading incentive seminars are designed to provide unique learning experiences and stimulating learning environments for underachievers and for students who may become alienated from school before completing high school. It is hoped that through this program students will continue to improve as they have demonstrated possible. I think we can support this statistically. We do not want to say that it is the total result of title I programs inasmuch as the students are exposed to other kinds of help.

We request that the number of teachers involved in this program be increased. At present there are only three teachers working in the incentive program in each school. We would like to see this increased to five teachers working directly with the reading incentive program.

We would like also to see the program have some of the more advanced diagnostic materials, and this could be made possible through the title I funding.

I would now like to call attention to the mathematics incentive program. This is a project for implementing better mathematics education. The program seeks to raise the student achievement levels in mathematics by more effective teaching and really better use of equipment.

We would like to request additional supplies and additional equipment. The present allotment of title I money does not permit an extensive input in this area.

I would like next to call attention to our personal and cultural improvement project often referred to as the cultural enrichment program. I think it is unanimously agreed by all of the people working with the students in this target area that the cultural enrichment program does make a substantial contribution to help the students remain in school.

The next program here is one of our pride and joys—the urban communication project. As you perhaps already know, the Pascall study and certainly the Skelly Wright reports recommended that the school extend itself outside of its own boundary and take advantage of the additional facilities in and around the Washington area which are unique in themselves. We are fortunate in having the services of American University cooperate with us on this project, and we have a journalism project there at the university for high school students on Saturday mornings. There are five areas that the university offers these students: film production, television, photography, and journalism itself. As you see here, this is clearly an effort to interest students in some of the more interesting and exciting occupations and get them out of the lockstep of the traditional jobs which are so closely related to disadvantaged children.

I would now like to call your attention to another project—the Gonzaga experimental preprep project. This is an experimental project which we tried for the first time this year of taking the disadvantaged youngster who we believe has good potential for college and putting him into an environment which is distinctly different from the regular junior high school, the environment of a preparatory high school. We are pleased with this program. We find that in the year coming up, the group that is presently in the program will be moving to its second year, and we need some way to provide for the incoming group so that we can continue the project. If this is granted this year or the year 1971, we will have two levels, 7 and 8. When these youngsters reach the third level, those that survive, part of the contractual arrangemement is that they will be the students who will be awarded scholarships in the preparatory school. Gonzaga has the unique reputation of having some 90 percent of its youngsters go on to college.

May I skip the next one which is a pilot project in the building trades because this is in the proposal for 1971. It is not one that we have tried out at all.

Chairman **Perkins**. Was it included in the funding proposal?

Mr. **Belt**. For 1971, this will be an effort to bring the trades into the junior high school level and not at the high school level. We do have industrial arts in the junior high school, of course, but this time we are seeking the help of the industries themselves and men in the building trades to come and help us with the instructional program, with their own kinds of instructional materials. We believe this method will direct some youngsters into the building trades and perhaps go from here to the vocational high school.

Chairman **Perkins**. Let me compliment you on an outstanding statement. I notice you state on page 1 that the reading incentive seminars "are designed to provide unique learning experiences," but you only have three teachers per school and you need at least five per school to do this job. Further, you only have 14 percent of your eligible students participating. Why is there such limited participation?

Mr. **Belt**. I tried here to convey the idea that in these three schools, the 14 percent constitutes 14 percent of the total title I area. We only have three schools. There is about 50 percent of the title I identified youngsters in the elementary school and a similar number in the model schools. I made that reference to bring out the point.

Chairman PERKINS. In other words, 86 percent of your title I students in the secondary schools will not participate?

Mr. BELT. In these programs, yes.

Chairman PERKINS. Is that because of the inadequacy of the funding?

Mr. BELT. Yes. We could extend this to the other 14 schools that I alluded to when I started talking.

Chairman PERKINS. Let's make this very clear. Since you mentioned title I in only three secondary schools—what is the title I budget at the secondary level presently and how much more will be needed if you are to adequately meet the needs of all students eligible for title I programs at the secondary level?

Mr. BELT. We presently operate on a budget of $403,000. To extend this to make other schools eligible——

Chairman PERKINS. If it were extended to the other eligibles, how much would it be?

Mr. BELT. I would look in terms of a million and a half dollars.

Chairman PERKINS. In other words, you are short two-thirds of the amount of funding you should receive to adequately do a job in connection with special educational programs and give these youngsters in the elementary school system the type of special education that you feel they need. Is that a correct statement?

Mr. BELT. That is the statement I would make, yes, sir.

Chairman PERKINS. Do you have questions, Mr. Hawkins?

Mr. HAWKINS. Mr. Belt, adding to that answer, of the $403,000, how much of that is allocated to the individual schools and how much is reserved for a central office for the administration of the program and other costs at the central office?

Mr. BELT. All of this $403,000 was allocated to the three schools and divided up practically on a third basis. I think the high schools got a little more because of the journalism project which was exclusively for high schools, and this is true also for the data processing project. It is exclusively for high schools.

Mr. HAWKINS. How much would you estimate was spent on each child?

Mr. BELT. I think we average around an extra $300 over and above the regular budget of approximately $900. These identified children then would receive approximately $1,100 per child per school year.

Mr. HAWKINS. This is reaching only what percentage of the total enrollment? Would you say 50 percent of those who are culturally disadvantaged?

Mr. BELT. In this target area, we try to reach approximately 70 percent of the students in that identified group. This is really in the city, and the criteria for identifying the target area child almost reaches every child in the school.

Mr. HAWKINS. Does this follow that child then throughout his school career? In other words, are there some children who receive the benefits of the program at one grade but not at another grade?

Mr. BELT. I think our evaluating team furnishes us with the information and I suppose they will talk to this point a little later on, but to answer you question more specifically, we do follow these youngsters as they pass through this sequence of title I funding.

Mr. HAWKINS. Under the Gonzaga experimental project that you referred to and the preparation for college, you indicated that the project was designed for those with excellent potential and prospects. How do you identify those with the excellent potential and prospects as compared with the others who may not show such a potential? Just what do you mean by that?

Mr. BELT. We set up a team composed of District of Columbia Public School personnel, Gonzaga School personnel and a private corporation working in cooperation with the local schools in which we find these youngsters. After 6 years in the elementary school, we don't doubt our ability to identify a youngster who has good potential. Our problem is to set him on the path, knowing if he is subject to all of the ills of being disadvantaged, he is not likely to go in this direction without some help.

Mr. HAWKINS. How do you identify them? Do you find them by reading scores? Just how do you identify a child whom you believe to be college-bound and people who will not so benefit?

Mr. BELT. We identify the youngsters in all of the schools by the achievement scores, by the teacher grades and in many cases from our own observations of the child's performance in the school. I think the achievement score is the most reliable.

Chairman PERKINS. Would you assume some are college-bound and some are not or are there some you eliminate due to the inadequacy of funding? Or is there some other reason that this experimental project is only reaching some of those who should be reached?

Mr. BELT. Contrary to what you are saying, sir, we believe these youngsters would not be college-bound. They just have what we believe is the potential to go on to college, but the circumstances in themselves are not likely to lead them toward college. Our problem is to put them in this direction. We are aiming, to put it simply, at an inner city child with good potential who is not likely to go on even through high school or though college despite having this capability to do so.

Mr. HAWKINS. Do you feel the project is reaching everyone who might be college-bound?

Mr. BELT. No, I do not. The funds only permit us to serve and identify 30 students. I am not sure that the school itself at this point is capable of handling a larger number on an experimental basis.

Mr. HAWKINS. You indicated that you thought the funds should be doubled. Are you being somewhat conservative in indicating that such a small project as this is reaching a sufficient number even if it were doubled?

Mr. BELT. I indicated that it should be doubled simply because if it is to continue it has to be doubled, because we will have an incoming seventh grade class with no funding. The present level of funding will serve only those who reach this second level, so just by sequence of moving through this program we have to have an additional amount of money.

By the way, I might mention that this project is of interest to other agencies so that we have had some help in the form of grants on it. There are others who think it is a worthwhile project.

Mr. HAWKINS. Thank you very much. I have no additional questions.

Chairman PERKINS. Where would you have been without the special Federal programs—even though they are inadequate—that you have under title I? Do you feel your dropout rate would have been more serious than it is today, and do you feel that fewer youngsters would attend college? Do you feel there may have been more strife and unrest in the high schools but for these special programs?

Mr. BELT. There is no doubt in my mind, sir, that the title I programs have gone a long way toward holding the interests of students. We have a case such as Terrell Junior High School in the heart of the ghetto where through all of the turmoil and confusion, the students were so caught up in the title I activities, the cultural enrichment activities, that they did not have time to participate in the strife and turmoil that you made reference to.

Chairman PERKINS. You attribute this to the fact that you have these special education programs?

Mr. BELT. I think this is the consensus of opinion.

Chairman PERKINS. If you had more money to spend in these areas that you have described, do you feel that the dropout rate would still be less and the youngsters would have a greater tendency to go on to college?

Mr. BELT. I agree wholeheartedly.

Chairman PERKINS. You have stated that in your judgment the special programs are only receiving one-third the funding needed. It is correct that you feel you should be receiving more than twice the amount of funds you are presently receiving?

Mr. BELT. Yes, sir.

Chairman PERKINS. Would you care to make any comment about the projects and programs that you operate in the secondary schools other than those under the title I program?

Mr. BELT. We have the impact aid program which enables us to keep the schools open in four different poverty areas of the city.

Chairman PERKINS. Would you elaborate on this?

Mr. BELT. This is in the Miller Junior High School area in the far Northeast which is the area that has the highest concentration of persons on welfare and disadvantaged children. One of the projects is there. One is at Hart Junior High School in the far Southeast. We have one impact aid program at Terrell Junior High School which is also receiving the title I funds.

But here we would make an effort to keep the school doors open to continue the interests of the students in programs.

Now, the program we have there is called the extended day school. We offer a variety of activities and instructional programs for parents, students, and any interested persons in the community. It is truly a community school. It is funded under impact aid. These programs cost approximately $90,000 and 80 percent of this goes to maintain a professional staff and a custodial staff in the buildings in the evenings. The program runs from 3:30 until 9 p.m. at night.

Chairman PERKINS. I am personally proud that I cast the vote a few years ago to make this possible. I want to be in the position to state that the District of Columbia is spending their funds wisely.

Mr. **Belt**. Thank you, Mr. Chairman. I think it is a fine program, and I thank you for that comment.

Chairman **Perkins**. Are there any other programs such as those under title III or under cooperative research?

Mr. **Belt**. We do have other programs not necessarily in the title I target area but they did not come under the purview of my office.

Chairman **Perkins**. The vocational and occupational education programs in the vocational schools—is their funding adequate or inadequate?

Mr. **Belt**. I am sure they would say the same thing. They could do much more with more funds, but that is under another department altogether.

Chairman **Perkins**. Thank you very much for an excellent statement. I think you have contributed a lot, and we appreciate your appearance here today.

Our next witness is Rev. John F. Falcone, coordinator of urban education, Catholic Office of Education.

Just proceed in your own way, Father Falcone.

STATEMENT OF REV. JOHN F. FALCONE, COORDINATOR OF URBAN EDUCATION, CATHOLIC OFFICE OF EDUCATION, ARCHDIOCESE OF WASHINGTON

Father **Falcone**. Mr. Chairman, I want first to express my gratitude and that of my colleagues for the opportunity to speak with you today about title I of the Elementary and Secondary Education Act. I know of your continual concern and productive efforts that have resulted in the passage of this act and its subsequent amendments. I know of the educational benefits which children in the District of Columbia have received because of your dedicated work. May I, in the name of the children, thank you with this simple but sincere word: "Thanks."

As an educator, I am concerned about every child in the District of Columbia, whether he or she attends a public or private school. As coordinator of urban education for the Catholic Office of Education of the Archdiocese of Washington, I am more directly responsible for the children of the District of Columbia who choose to attend parochial schools.

In my additional capacity as Coordinator of Federal Programs for the same Catholic office, I am concerned with the participation of District of Columbia parochial school children in federally financed programs according to the intent of the Federal laws and according to the Code of Federal Regulations and program guides which make this intent more specific.

Therefore, my purpose here today is to speak with you concerning existing and planned ESEA title I programs which are designed to meet the needs of educationally deprived children who attend parochial schools in the District of Columbia, and what more might be done if additional Federal funds were appropiated.

I need not quote to you section 11.19 of title 45 of the Code of Federal Regulations which details the participation in ESEA title I programs by children enrolled in private schools. I am pleased to announce to you that educationally deprived children in parochial schools in the District of Columbia are participating in ESEA title I programs. This fact alone is not insignificant; but more significant is the existence of preliminary consultation that makes subsequent participation more beneficial to the children. The consultation with persons knowledgeable of the needs of these private school children, as pointed out in this same section of the Code of Federal Regulations, takes on added significances since, as section 45 of ESEA title I program guide of March 18, 1968, recognizes, the needs of private school children in the eligible areas may not be identified with those of public school children and hence may require different services and activities.

Thus, consultation with those who are knowledgeable of the needs of the private school children is necessary because the needs of these children may be different from the needs of the children in other schools. This consultation, I am pleased to say, exists. May I take just a moment to point out how this consultation occurs.

Chairman PERKINS. I think that is very important.

Father FALCONE. Each parochial school serving educationally deprived children who reside in the public school attendance area designated as the project area or who reside, according to the Federal regulations, in a geographical area reasonably coterminous with the project area, is given the opportunity to make a diagnostic assessment of the needs of the educationally deprived children in that school, and to draw up educationally prescriptive programs to meet these needs in cooperation with the departments of the public school under whose supervision the program must be carried on. Simply, this all-important consultation consists of the opportunity at the "grassroots" level to assess the needs of the educationally deprived children in a designated school, and to formulate, in cooperation with the public school educators who will carry them out, programs to meet these perceived needs.

Mr. Chairman, I have belabored this point of consultation because I feel it lies at the heart of a successful program. Consultation with persons knowledgeable of the needs of the private school children not only recognizes that the needs of private school children may be different from those of public school children, but also, and above all, consultation takes into account that no two children are identical. Assessment by those knowledgeable of the needs of private school children is necessary not because the children are in a private school, but because every child is different regardless of the school he or she may choose to attend. Therefore, consultation, so wisely included as part of the Federal regulations, must continue and flourish if the originality and uniqueness of every individual educationally deprived child is to be used as a basis of relevant educational programing.

Mr. Chairman, I will now turn my attention to the following basic questions:

(1) What needs have been uncovered as a result of this assessment?

(2) What programs have been formulated to meet these perceived needs?

(3) What additional programs would be formulated if more Federal funds were available?

Among the needs uncovered as a result of assessment by those who are in daily contact with the children are needs in the areas of basic arithmetic and reading. Specialized teachers under the supervision of the public school diagnose more specifically the individual needs of educationally deprived children in the areas of arithmetic and reading, and these same specialized teachers, assisted by paraprofessional aides, also under the supervision of the public school, carry out the educational prescription indicated by the diagnosis. More such specialized teachers and paraprofessional aides to these teachers would be one answer to the question, "What further might be done if more Federal funds were appropriated?" I deliberately say, "One answer," for there are others. It is upon these others I would like to dwell for a few brief moments.

At the present time, these other answers which I will propose are not possible under ESEA law and regulations; nevertheless, I mention them because they have been formulated as the result of the assessment of the needs of educationally deprived children in the parochial schools serving children from the traget area.

(1) There is a felt need in the area of teacher aides. At present, paraprofessional aides assist the specialized teachers all of whom are under the direction and supervision of the public school. Aides to the regular classroom teachers employed by the private schools are not allowed, as this is considered direct aid to the private school. Without any belittlement of the effectiveness of paraprofessional aides to specialized teachers and the work they and the specialized teachers have done, a greater effectiveness could be obtained if paraprofessional aides could also assist individual educationally deprived children according to the diagnosis and prescription formulated by the one who is with the child daily—the regular classroom teacher. Thus, such paraprofessional aides would carry out, under the guidance of the regular classroom teacher, an individualized program of instruction for educationally deprived children, a program formulated by the regular classroom teachers or specialized teachers already employed by the school.

(2) There is a felt need in the area of materials and equipment. At present, such equipment, with a limited budget, is available if such materials and equipment are directly related to an operating title I program. If paraprofessional aides were available in the manner described above, then could not equipment and materials also be available on the same basis, namely, to meet the needs of the educationally deprived children in the school, whether such equipment be tied to a specific title I program or not? An example of such equipment is physical education equipment for educationally deprived children to use.

(3) There is a felt need in the area of administration. Mr. Harris Taylor, Coordinator of Federal Programs for the District of Columbia, and his dedicated staff have seen to it that there is an equitable participation in ESEA title I programs by educationally deprived children in private schools. The legal difficulties, however, that may and do arise in this matter of equitable participation are not insignificant. It is felt that a person who is specifically designated to attend to this complicated and delicate matter and who has an emphatic feeling concerning the specific problems related to equitable participation by private school children should be employed to work in the local office of Federal programs and be paid from that portion of Federal funds which is set aside for local administration. I am referring not only to

ESEA title I but to all Federal programs. I may mention that such a person at the national level, to whom the local official could relate, should likewise be employed.

In summary, needs exist in the area of teacher aides, materials and equipment, and administration. I humbly submit these needs to you for your consideration.

Mr. Chairman, I am indeed grateful for this opportunity to speak with you. I know the children for whom I speak are likewise grateful—children whom you have served so well. I stand ready now to answer any questions you may have.

Chairman **Perkins**. Let me say to you, Father Falcone, that I really appreciate your testimony, and I appreciate the stand taken by many people in this country. For many long years the diversity of opinion prevented Federal aid to education from being enacted, going back to 1949–50, and it was not until we took the categorical approach that we were able to pass a bill. I want to compliment you for your broadmindedness and your being in a position to assess the true needs. I make that statement because I traveled with you and visited the schools in the District of Columbia, and I saw how fair you were on all occasions. I want to see if we can come up with some of these suggestions that you have now made.

I would like for you to tell the committee in your own words to what extent the District of Columbia is short of paraprofessionals, teacher aides, materials and facilities. In your judgment, just how short are you in the District of Columbia in these areas?

Father **Falcone**. Mr. Chairman, I feel it has been understood concerning the nature of the paraprofessional aide, but I want to point out in my statement I concentrated on what would be done if more funds were available. I felt it could be more correctly stated if I said what could be done not only if more funds were available but even with the same funds now what would be done. Specifically in this area of paraprofessional aides taken from the community not only is it felt that the numbers should be increased but also that the very nature of the paraprofessional aides should be changed. At present, paraprofessional aides are doing, I feel, a very wonderful task within the schools, but if these restrictions which exist at the present time could be removed so the teacher aides could work with the children under the direction of the regular classroom teacher, it would be helpful.

Chairman **Perkins**. Have you been able to evaluate the actual results or have you seen the results obtained from this legislation, even though you have benefited only in a limited way?

Father **Falcone**. Yes, and I would like to remark concerning that particular question. I feel that in the evaluation of a program, there are two parts: one is, let us say, the evaluation of the process itself and the evaluation of the product. I feel that before a product can be evaluated, it must be ascertained whether the process is actually in operation which is said to bring about the product. I mention this because we are evaluating products and we should, but we should also evaluate the process to see if that process that is there is long enough, and sometimes it is not inconceivable that such a process must exist for 1, 2 or more years before the actual product that the process is supposed to bring about can be shown to occur.

I would also like to mention in this regard the question of behavioral objectives. I think in education the objective of specific advantages is hitting many educators as a rather recent affair. I think this is an important question as we turn our attention more and more to the question of what are these programs to bring about in terms of specific behavioral objectives. I feel that many educators more and more are doing this, and it takes time to formulate such objectives, because without knowing what the objectives are, it is very difficult if not impossible to evaluate whether we have reached the objectives.

I would also like to mention in this regard—and I think this is important—the whole area of what these objectives are to be. In other words, our objectives can certainly hinge around academic results, but also objectives can be spoken of in terms of an effective domain. In this particular area, it is very difficult to measure objectives, whether the objectives have been obtained; but I think that instruments are being developed and will be developed so these particular results which are part of education can be accurately measured at least to the satisfaction of those who are looking for more hard-core statistics.

I think also in the terms of evaluation of the program that we not only aim to set up objectives but I think we also can aim to set up a process. a process or the conditions under which certain behavioral objectives can be reached by the child himself or herself. So, I think these remarks are pertinent concerning the question of whether I feel there have been results. I do feel there are results, results in an area which is very hard to evaluate. I feel there is justification to continue these programs, and I am sure we will hear more about this in just a few moments.

Chairman **Perkins**. I appreciate very much your answers.

What in your judgment would be the situation here in the District of Columbia—and I ask you this because of your experience and as an educator who devotes full-time to your duties—were it not for these Federal programs such as title I, particularly the special educational programs?

Father **Falcone**. What would be the situation without the Federal assistance?

Chairman **Perkins**. Yes.

Father **Falcone**. Would you wish me to address my answer to the nonpublic sector?

Chairman **Perkins**. Yes.

Father **Falcone**. I feel without the particular title I programs that we have at the present time there would be children who would not be receiving the kind of individualized attention they are receiving and should receive. There is an individualized attention they are receiving even with the kinds of restrictions I left out. I do not mean to imply that present aides are not doing a wonderful job at the present time. We would be without specialized reading and math teachers, or will be. We would be without aides to assist teachers in carrying out individualized programs. Very simply, there would be educationally deprived children who would not be receiving the kinds of help it is felt necessary to reach and do good educationally with these children.

Chairman **Perkins**. Insofar as education is concerned, is it your judgment that the top priority in this country is to strengthen educational opportunities for these children who need it most

Father Falcone. Yes, Mr. Chairman, and perhaps a little word of caution is necessary here. I think it is very difficult to describe or define what an educationally deprived child is. I think we are talking on a continuum here and the cutoff could be at any point where we wish to place this cutoff.

So, I certainly agree with you that the priorities should be to reach the educationally deprived child and let us say the one who is most educationally deprived.

Chairman Perkins. Thank you very much, Father Falcone.

Do you have questions, Mr. Hawkins?

Mr. Hawkins. Thank you, Mr. Chairman.

I certainly wish to say your remarks are very pertinent, constructive and most helpful to this committee.

Do you have any idea of the number of culturally deprived children who attend private schools?

Father Falcone. Yes, and, again, I must preface that remark with the fact that there has been a criteria set up in the District of Columbia. Following that same criteria, of the children in the schools which are receiving title I services, approximately 35 percent fulfill the criteria of educational deprivation.

Mr. Hawkins. About 35 percent?

Father Falcone. About 35 percent; yes, sir.

Mr. Hawkins. Of that number, how many are being reached by title I programs?

Father Falcone. I would say of those numbers that have been identified and with the kinds of personnel services and the other services that reach these children, I would say children are touched and affected by some program.

Mr. Hawkins. About what percentage?

Father Falcone. I would say all of them are reached by some program.

Mr. Hawkins. Do you feel you are reaching every deprived child using the generally accepted definition, every deprived child in private schools?

Father Falcone. I would like to answer that question in this way: I feel that every deprived child is being reached in some way, but, again, I would like to emphasize the fact that to be reached in some way is not always adequate, and that is no reflection on those who are working, of course, with the individual children.

Mr. Hawkins. Do you have any specific amount that is actually being spent on each of the children who are being reached?

Father Falcone. I will have to have that question addressed to Mr. Harris Taylor, one of the staff. As you are well aware, the operation of title I programs, the administration and the actual execution of the programs are under the supervision of the public schools.

Mr. Hawkins. But this would be the total amount of Government funds that would be expended on that particular child and the rest of the basic support for the child would not be Government funds.

Father Falcone. I was unable to hear you, Mr. Hawkins.

Mr. Hawkins. The amount of funds spent from title I, the amount that you receive for each culturally deprived child, is this the total Government assistance that you would receive?

Father Falcone. I do not know if I fully understand the question.

Mr. HAWKINS. Testimony thus far indicates, for example, the previous witness said that $300 per child in Federal funds was being expended on the basic education of that child; approximately $900 was being expended from regular budget funds for a total of $1,200 per child. Now, how would you compare that same expenditure in a private school?

Father FALCONE. I think I understand your question now. I would say that I feel the idea of comparability to be one that is most difficult, if not impossible, to extend to a private school system. The system itself is a coordination of various independent schools and these schools are funded from various sources, one being the people of that particular parish itself and another a diocesan subsidy which means money is taken from the parishes which have more and given to those who might have less. I think it would be very difficult to arrive at what you are seeking. You have the idea of contributive services, and I think this is a very difficult area.

If you wish, I could explore it with you in some time but the idea of contributive services in the way of teacher salaries and so on makes it difficult to arrive at a per pupil cost that could be compared with a per pupil cost in public schools.

Mr. HAWKINS. I have no other questions, but I would like to observe that, as far as I am concerned, this is the first time that certain of the specific questions you raised have been called to the attention of this committee. I think these suggestions certainly should be given full consideration by this committee, and I think they are eminently fair. I believe if the legal questions can be worked out you have made a very good case for these services and supplies being made available to children who are culturally deprived who attend private schools.

Chairman PERKINS. Thank you very much, Father Falcone. You have made an excellent statement and we appreciate your appearance.

The Chair is of the opinion that in view of the time, it would be better to have our panel appear the first thing tomorrow morning, at 9:30. In the meantime, I would like to call on Mrs. Marguerite Seldon, assistant superintendent, Department of Summer Schools and Continuing Education and Urban Service Corps.

We would be delighted to hear from you at this time.

STATEMENT OF MRS. MARGUERITE SELDON, ASSISTANT SUPERINTENDENT, DEPARTMENT OF SUMMER SCHOOLS AND CONTINUING EDUCATION AND URBAN SERVICE CORPS

Mrs. SELDON. Mr. Chairman and members of the committee, ladies and gentlemen, I would repeat my coworkers' expression of appreciation to the chairman of this committee for his support of these programs and for the opportunity to review these with you.

I must apologize because I may not be able to return after the intermission between the committee sessions. Therefore, I will give you a rather brief outline.

I certainly want to emphasize the point of view of the position taken by Department of Summer Schools and Continuing Education as well as that of the Urban Service Corps.

If we look at the problems in our schools in a large urban system, we would want to remind each member of the society that schools reflect the problems of society particularly those of poverty including all of the ramifications such as poor housing, unemployment, as well as a lack of sufficient food and clothing.

I am not positive the committee can see these materials, but it helps me to present them and say that the real question is whether or not the Lord has deprived these youngsters organically of potential or if because of environmental and experiential deprivation the children cannot see, and I have sort of a blindfold indicating they do not seem to see and their ears do not seem to hear.

We do feel prior to medical determination of an organic deficiency we would like to assume that our children's lack of achievement in the main is characterized by their lack of experiences, lack of trips, lack of opportunities for children to talk, lack of reliabilities at home and certainly described experiences.

Children in title I schools particularly come with evidence of insufficient clothing, with evidence of not having sufficient food, and with medical needs of parents. Too frequently we send our children to overcrowded, ancient schools with facilities that do not include provision for science laboratories or for auditoriums or the kinds of things we are able to use with the title I funds.

The Grimke, the Harrison, and the Cleveland Schools are examples of that. When you have inadequate school facilities, you rarely have adequate recreational facilities, and we show the crowded playground.

The problem of housing is a factor. The housing is too costly, and because of the cost there is constant movement which adds to the disadvantage of education. So, I show a truck backing up. It is true in most cases that our children and their families frequently stay in a given area because we are concentrated in title I and that factor at least is an asset to us.

Parents of these children are beset—and these little blocks are dozens of occasions to be concerned with organizations such as UPO or the legal aid organization or housing or attendance in courts or public welfare so that people who have the greatest deprivation in terms of educational opportunity frequently have to deal with many, many organizations and agencies that would cause most of us to be quite concerned. So, I end up with a question relating to the first one. If we are not positive whether it is organic deprivation or environmental or experiential deprivation, then how can we find how this affects a child? We certainly believe that these funds must be offset when children unquestionably bring their entire problems to schools.

I would move then to the purpose of the Urban Service Corps. It is a department of the District schools designed by Mr. Henley 9 years ago with funding from the Agnes Myer Foundation. Its purpose is to find resources—private, national, and local government, human and material—to meet our children's needs on a citywide basis. With the passage of the ESEA Act the Corps began to receive title I funds though it continues to solicit support from outside sources in order to serve the city.

One of the questions this morning was, Are we, in effect, saying because we have the fine title I area of concentration that the school system is not responsible for meeting the needs of all of the children? I say to you that while the Corps has not successfully handled all of the needs of the children, a part of its function is to work on the needs of children on a citywide basis. With the passage of the Elementary and Secondary Education Act, we got title I funds, but we continued to get funds from untaxed sources.

In line with your concern for an overview of the programs, I have given you a green booklet which reviews some three dozen programs, and we have underlined for you those programs that are in title I schools. I call to your attention again, in terms of attempting to get resources in ways other than additional fundings, that the Corps has approximately 2,000 volunteers, 500 of them who serve in schools at least once a week on a half-day basis. This represents a significant source of savings of funds in terms of adding additional personnel, and yet we certainly do not wish to take the position of depriving people of jobs where there is funding for the jobs, and we also do not wish to say that these volunteers are substitutes for professional staff. They are, indeed, potentially strong members of teams which have a great deal more variety in personality because of the variety of organizations that we can bring into every walk of life; that is, our voluntary aide programs, our aides. We work hard to use the libraries, special education programs. We serve as council reading aides, and there are those who serve as project reading aides. Mrs. Hahn stressed the need to have an individual in the classroom all of the time while the reading program is going on. We are unable to provide a volunteer to serve all of the time. We can usually find volunteers who will serve in the majority of the reading programs approximately half a day a week.

Under the group-enrichment programs Window on the World Speakers Bureau, we are able to obtain admissions to concerts and plays, but we are unable to secure sufficient transportation to these free opportunities.

Widening Horizons is perhaps a most well known prototype of our human enrichment programs, and it seeks to provide exposure to the world of work and to the cultural resources of the metropolitan area. We are constantly in the business of finding enrichment resources so Landmark Tours asked to circularize our teachers, saying their program was available. We then asked what we would be given and we were given 3,500 free trips.

Our social service programs include the provision of clothing, eyeglasses, and hearing aids. Our major source of funds for this service is from title I.

However, again, in an effort to meet the needs of the total city, we have explored other resources. You may be aware of the WTOP support of the clothing-for-children campaign cochaired by Mrs. Finch and Mrs. Hahn.

We also have private admissions to the student aid fund and we are able to take care of college entrance fees and special clothing needs.

Another program in which we are involved is the community school. It was under Mrs. Henley that the first such program was developed at the Logan School in 1965 and the Maury School in 1966.

A second program in which we are involved is the teenage mother program which is the forerunner of the Webster School program.

Finally, the Corps is designed to attempt to meet the needs on the basis of innovation, and we have the responsibility in the Urban Service Corps.

I mentioned the clothing-for-children drive. We are currently in the process of designing a summer camping program which we intend to extend to outdoor education over the school year, and this will be an interagency effort between the District of Columbia Department of Recreation and the District of Columbia public schools. There are provisions for title I and nontitle I youngsters in terms of matching funds from the Interior Department and use of the regular budget as well as title I budget funds.

The next two pages in the material include a reveiw of our clothing services for the past year.

In summary, 1967–68, when we were serving 96 title I schools, when the Department of Personnel Services had identified approximately 25,000 youngsters, of whom 10,000 had severe economic needs, we were able to service 3,497 of those youngsters.

In the next year we had a severe cutback in our title I funds for the clothing, and we only had an allotment of $2,800 compared to $3,800 the previous year. Of course, we solicited private resources and were able to service 639 nontitle I children—2,790 children.

In the current year, we have $40,000 in title I funds and we have up to this point serviced 3,204 children with title I funds; we have serviced 1,268 children from nontitle I donations, and including the programs-for-children campaign, a total of approximately 6,500 youngsters were served. We have not yet completed our clothing for children campaign because approximately $15,000 has been collected, which will be used for shoes for our children. We, of course, collect used clothing as we try to meet the needs of all of the children of the city, and we are mindful that one of our purposes in education is to help develop self-image. As the youngsters become teenagers, they are concerned about their appearance and their clothing. While we certainly wish youngsters to develop commonsense in the sense if you have used clothing it is better than none, we also want to help develop their self-image by helping children in poverty not always to wear used clothing. We are glad we have a large portion so that we will give children certificates to select their own clothing.

Chairman PERKINS. Without title I funds, how could you have made out?

Mrs. SELDON. We would have been seriously limited, and our service to the nontitle I children prior to the children's campaign would not have gone well. We were able to service approximately one-third of the children from contributions.

Chairman PERKINS. To what extent could you make greater use of title I programs for purchasing the necessities of life for needy children?

Mrs. SELDON. I think the record of children, in terms of needs of clothing, eyeglasses, and hearing aids suggests we need approximately three times what we now have just for title I.

Chairman PERKINS. This program has worked well, has it not?

Mrs. SELDON. Yes, it has.

Chairman PERKINS. Before the enactment of title I, did you have any difficulty purchasing clothing, and so on, on an ordinary school budget?

Mrs. **Seldon**. Before the enactment, we were not able to purchase clothes.

Chairman **Perkins**. Are the children now staying in school rather than dropping out?

Mrs. **Seldon**. An evaluation by GW last year indicated there was a definite indication of children staying in school who had clothes. We found approximately 2,500 children in December were at home because they had no clothing to wear. So, I would say if you provide the clothes for the children, the parents will see to it that the children go to school.

Chairman **Perkins**. You are saying that the greatest obstacle to the success of the program here is the inadequacy of funding?

Mrs. **Seldon**. There is the responsibility for the marshaling of other resources for the private sector, involvement of the total community in meeting these needs. I think the two have to go together.

Chairman **Perkins**. Let me compliment you for your great statement. I would also like to compliment you for carrying on a program of such magnitude.

The committee will now recess until 9:30 tomorrow morning at which time we will hear as many witnesses as we can, and then we will perhaps make up our minds whether we will reconvene tomorrow afternoon. But we will definitely be back here next Monday morning. The committee may meet 3 days next week. I am determined to hear as many people as I can so you can get the story across as to how these Federal programs operate in your District of Columbia school system.

The committee will adjourn until tomorrow morning at 9:30 a.m.

(The committee recessed at 7:55 p.m., to reconvene at 9:30 a.m. Thursday, May 14, 1970.)

OVERSIGHT HEARINGS ON ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

THURSDAY, MAY 14, 1970

House of Representatives,
Committee on Education and Labor,
Washington, D.C.

The committee met at 10:20 a.m., pursuant to call, in the auditorium, Cardozo High School, Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins and Hawkins.

Chairman Perkins. The committee will come to order.

I am delighted to have the opportunity to chair the House Committe on Education and Labor in the Cardozo High School building. I think it is wonderful that the committee has the opportunity to get out and see just what is taking place in the schools, and especially to use this site to conduct such an important hearing.

Will our first witness for today please come around, Dr. Mildred Cooper, acting associate superintendent, Division of Planning, Research and Evaluation; and Mr. C. A. Neyman, Jr., director, the George Washington University Education Research Project.

You know, the only objection of the people who complain about title I of the Elementary and Secondary Education Act, the sole objection, is that the students are not achieving. In other words, these people claim that we are not getting results from the expenditure of the money. I know that is not the case because I have gone out and looked at the projects personally, and have been able to see that some results have been obtained.

We are delighted to welcome this panel here, and we certainly want to know how you evaluate these projects. It is most important to the committee, and I am delighted you are present today.

You may proceed as a panel. Dr. Cooper, we will call on you first. Handle the testimony the way you want to, and then the committee will interrogate the witnesses.

STATEMENT OF DR. MILDRED COOPER, ACTING ASSOCIATE SUPERINTENDENT, DIVISION OF PLANNING, RESEARCH, AND EVALUATION; AND C. A. NEYMAN, JR., DIRECTOR, THE GEORGE WASHINGTON UNIVERSITY EDUCATION RESEARCH PROJECT

Mrs. Cooper. Mr. Chairman, members of the committee, ladies and gentlemen, this is now the fourth year that title I programs have been in operation in the District of Columbia and the second year of concentration of funds in 30 public and five private schools. Approximately 21,000 students are enrolled in these schools, about 10,000 of whom are receiving individualized attention.

Last year there were over 30 different title I projects in operation, affecting students in the target area from prekindergarten through high school. The efforts included such diverse programs as direct instruction to students, teacher training, staff development, and cultural enrichment, all in the interest of meeting the special educational needs of these educationally deprived children.

The emphasis of title I programs over the past 3 years has been to overcome the handicaps to educational achievement of these students and to realistically develop specific programs whose objectives were to meet their needs. Information from principals, teachers and pupil personnel teams has shown that the greatest problems are economic need, severe reading retardation, severe arithmetic retardation, grade retention, and behavioral and emotional adjustment.

Other specific needs which are associated with poor school performance and school dropout are absenteeism; sight, speech and hearing defects; and health problems.

The primary basis for evaluation of the title I programs was consideration of the changes in the students in them, as measured by classroom performance and school adjustment, in terms of observable student characteristics in the school and classroom as evaluated by the classroom teacher.

A secondary basis for evaluation were such things as cost per pupil relative to other programs, and the extent to which the objectives of the program appeared to be accomplished.

Additional factors were whether these programs appeared to be reducing absences, and whether or not the programs were really dealing with that part of the target population most likely to drop out of school.

The following types of programs were associated with the greatest positive change in both classroom performance and school adjustment:

1. Pupil personnel services teams, who provided special assistance to those children identified by their teachers and principals as potential dropouts.
2. Prekindergarten programs.
3. Reading incentive programs for reluctant readers.
4. Special high school programs for pregnant girls and for getting dropouts back into school to complete high school work.
5. Special programs where students who themselves were having difficulty were called upon to help those younger than themselves who needed help.

The following types of program were associated with the greatest positive improvement in the rate of absences of the students who were in those programs:

1. Special high school programs for pregnant girls, which provided for their special needs and facilitated their attendance and continued educational development.
2. Special vocationally oriented high school courses for data processing.
3. Special reading classes for reluctant readers, particularly in junior high school, which provided high interest materials and a

variety of approaches to the development of reading enjoyment—reading incentive seminars.

The following types of programs were associated with specific educational handicaps, which had it not been for the special efforts under title I would probably have gone uncorrected:

1. Complete survey of the speech and language handicaps of title I students at the elementary school level, permitting early diagnosis and treatment. The waiting list for students in title I schools is considerably shorter than in similar schools previously in the title I target area.

2. Provision of clothing, glasses and hearing aids to title I students by the Urban Service Corps, particularly for the identified students.

3. Assistance given by the pupil personnel teams in investigating the home conditions of title I students and assisting them in many ways to relieve the effects of economic deprivation.

Some of the indicators that title I programs have been effective are:

1. Reading achievement in elementary schools declined less than in similar nontitle I schools.

2. Dropout rate in four junior high schools was less than in other similar junior high schools.

The attention of the committee is invited to the evaluation of specific programs contained in the reports for the preceding 3 years. They point up the programs which have improved the classroom performance and school adjustment of the title I students and also the areas of greatest need.

In summary then, I would like to point out the following: Statistics show that the dropout rate of students in title I junior high schools has decreased since 1964–65 from 5.4 percent to 2.9 percent in 1968–69.

To support the request for increased title I funds for District of Columbia educationally disadvantaged students, a study disclosed that after grade 3, 75 percent of the boys and 59 percent of the girls in title I schools were 1 year or more behind their normal grade 4 age.

The next point, certain title I programs, such as the stay-in-school, have proved to be highly effective, have been requested for inclusion in the regular school appropriated budget, and are now supported by District of Columbia appropriated funds.

Next, reading achievement of students in title I elementary schools declined less than that of students in similar nontitle I schools.

The overall measures of school adjustment show that the title I students have been and are moving in a positive direction after participation in title I programs.

Thank you.

Chairman PERKINS. Before we interrogate the witnesses, proceed, Dr. Neyman.

Mr. NEYMAN. I might explain something about the method of evaluation. I think you requested that information.

Chairman PERKINS. Yes.

Mr. NEYMAN. This is the fourth year my group has been evaluating title I programs.

Chairman PERKINS. You mean George Washington University?

Mr. NEYMAN. Yes.

Chairman PERKINS. Go ahead and explain that, the evaluation process.

Mr. NEYMAN. It was hypothesized at the beginning that short-term changes in pupil performance caused by the title I programs altogether were likely to be small and the changes due to any single program were likely to be just slightly discernable, if at all.

This meant the only hope of detecting the changes lay in the development of an overall statistical model, including the important out-of-school environmental or resistance factors which have such powerful effects on students' performance and attitudes.

Since each pupil was exposed to a number of specific innovative practices, it was not possible to evaluate any single program by itself in isolation. In considering the effects of any single program, dual allowances must be made for all of the other school tasks, socioeconomic factors and participation in other title I programs.

For this reason, the procedure used in evaluating programs was to obtain the evaluation of the classroom teacher, of the students at the end of each year, and find out whether or not that student's performance as compared with others had changed, and also to account for the various students in the particular title I programs and to find out whether as a group these children had improved in the classroom or not.

That is the basis on which the classroom performance and the school adjustment measures of the children are based.

In addition, where feasible, the standardized test scores, particularly in reading and reading comprehension, were also used as the basis for determining change, as well as the absence rate of the children over the particular years.

Another method of evaluation was to track down those children who had dropped out, because of our longitudinal nature of the data bank, to track them down and find out what happened to them and why they were different from those who did not drop out.

That is the basis on which the evaluation rests.

Chairman PERKINS. Let me ask both of you whether in the course of your evaluating process at George Washington University you feel one of the real reasons for not achieving more success from the title I programs has been due to the underfunding of the programs? Dr. Cooper, you comment first, and then Dr. Neyman.

Mrs COOPER. Very definitely, Mr. Chairman. We have found in planning programs—and these are program proposals of many different types—that unless we put approximately $1,400 per student into a program, we just can't expect the kinds of results that we should have for these educationally deprived students.

So this means we would have to have additional title I funds, Mr. Chairman.

Chairman PERKINS. Do you agree with that statement, Dr. Neyman?

Mr. NEYMAN. Yes. Our research shows I think that many of the programs here that have produced more results were those at least above the $500 level.

Chairman PERKINS. Where high expenditure of title I funds was involved, the favorable results were quite obvious. Is that about what your evaluation bears out?

Mrs. COOPER. We did have a few programs where there was a concentration of many dollars, and those programs did show results. But overall, it would be difficult to say by putting x number of dollars, there was a greater achievement.

Chairman PERKINS. But you were able to come up with the conclusion from your evaluations that the dropout rate in four junior high schools was less than in other similar junior high schools where you did not have the title I programs. Is that a correct statement?

Mrs. COOPER. Yes, it is. It is a fact not only in the junior highs, but in the two senior highs that the dropout rate since 1964-65 has gone down.

Chairman PERKINS. Well, to what extent, if you are able to give the committee definite information, did the title I programs affect the dropout rate in the junior high schools where you had the title I projects in operation?

Mr. NEYMAN. I think it is very difficult to attribute cause and effect in this particular case, because there are so many intangible factors connected. I am sure that all the witnesses have told you much the same thing.

But the fact is that in these high schools where title I was in effect, the dropout rate did go down. How much of that is due to title I, how much is due to the fact that title I has changed the climate in the school, or how much is due to the particular principal of the school involved, or even the neighborhood effort, is difficult to determine.

Chairman PERKINS. It is obvious these special educational programs do change the climate in the school. From observation I know that to be so. Is that a correct statement?

Mr. NEYMAN. Yes, sir.

Chairman PERKINS. That is your evaluation.

Mr. NEYMAN. I think this is probably a contributing factor.

Chairman PERKINS. Do you care to contribute anything further along that line?

Mrs. COOPER. Yes. One of the difficulties we have, of course, is we have had no funds in the regular budget to do the evaluation of the regular school programs. The Board of Education, the school administration and city council did in the fiscal year 1970 budget they presented to Congress include funding for this purpose, but the congressional committees did cut those funds to less than half that which was asked for. So we cannot evaluate regular school programs.

Chairman PERKINS. You have been able to compare the dropout figures you have obtained from the District of Columbia Board of Education for schools that were eligible for title I funds but did not have them, with figures for those schools that did have title I programs, and that is your reason for stating that the dropout rate has been affected?

Mrs. COOPER. This is right, for those kinds of statistics. But in talking about the factors, the other factors, related to title I which we think are so important, we can't use comparable figures for the regular schools.

Chairman PERKINS. You mention the fact that reading achievement in title I elementary schools declined less than in some nontitle I schools. I wish you would amplify that statement a little better, Dr. Cooper.

Mrs. COOPER. We did studies in our department this spring where we followed up individual students in title I schools. We did a random selection of title I schools, and a random selection of nontitle I schools. We found that the mean of the title I schools, the mean of the progress of the title I schools, was well above the citywide mean being 15.4 in progress, and the title I schools being 17.5. Now, these are comparable socioeconomic schools to the title I schools also.

Chairman PERKINS. Yes. Since you have been involved in evaluating title I projects for approximately 4 years, I would like to have your recommendation for the benefit of the House Committee on Education and Labor as to how we can strengthen educational opportunities for the most needy children in these target areas.

Mrs. COOPER. I would see an additional appropriation on the basis of what we have now for the 21,000 students of $300 per child. This would roughly approximate with the regular school appropriation of $1,400 per student expenditure which we think is necessary.

Chairman PERKINS. What does that figure include?

Mrs. COOPER. This figure, we have estimated for 1970 out of the regular school funds a figure of $888 per child, and with the Federal funds, of course, it depends on whether you are taking it across the board for the total 150,000 students or limiting it to title I.

Chairman PERKINS. Yes. What do you figure in the $888?

Mrs. COOPER. That $888 is our operating budget for the school system. Federal funds, if we take it across the school system, is a figure of $118 per student.

Chairman PERKINS. In other words, Federal funds per student today, considering your entire student enrollment, are only $118?

Mrs. COOPER. That is right, and that would be all Federal funds. These are estimated figures on the basis——

Chairman PERKINS. You are able to tell the committee that the funding of Federal programs is entirely inadequate. Is that what you want to tell us?

Mrs. COOPER. This is definitely what I am saying; that is right.

Chairman PERKINS. Do you agree with that, Dr. Neyman?

Mr. NEYMAN. I have no basis in the funding because that is not my function. It is very difficult to—as far as an evaluator, what I would like to see would be a better basis on which to make evaluations. In other words, some of the things we do are restricted because of the fact there is no time, effort, or staff to do some of the things we would like to investigate. As far as the emphasis of the programs in title I are concerned, the biggest difficulty I see is in the grade retardation of the children involved in the title I schools.

For instance, last year there were 20 percent of the boys and 14 percent of the girls in the first grade who were repeating the first grade. And when you consider that of all the children in title I schools, the 21,000 children in the target area, 75 percent of the boys and 60 percent of the girls were one grade or more behind the place where they should be in school by their age, even by the District of Columbia standards.

The other things I have seen that have made an effect on title I children, as far as their change in the classroom performance and school adjustment is concerned, have not been possible for various reasons.

Some of the summer programs we saw were very beneficial. But they are seldom used under title I funds for various reasons.

I would also like to see greater emphasis on reading and the prevention of dropouts. It also seems to me another area in which there could be a substantial assistance to the prevention of dropouts would be in the area of a vocational orientation as far as the District of Columbia children are concerned.

Mrs. **Cooper.** Mr. Chairman, one other point we would like to make is there are many children that are in an area that is adjacent to the present title I area that really do deserve some extra services, and in order to make the title I programs produce what they have, we have had to concentrate. So there are additional children really who do need the services.

Chairman **Perkins.** But for title I funds, I am of the opinion that these target areas would certainly be on the rocks for all intents and purposes. In other words, there would be almost chaos because of the inadequacies of the funding?

Mrs. **Cooper.** The services that have been provided have certainly added to a much more stable situation in the neighborhoods that these programs serve.

Chairman **Perkins.** And that alone has been worth the expenditure, the funds that have been invested, would you say?

Mrs. **Cooper.** This I would say. I would also point out in the declining dropout rate, we have students becoming better prepared to take employment, thus the unemployment rate should eventually go down for people who have come out of those areas. And, of course, this would affect economically the welfare rates and so forth.

Chairman **Perkins.** Projecting your thoughts into the future, as evaluators of these special programs in the District of Columbia school system, how do you see the school system and these target areas 5 years from today, assuming that we do not give better funding from the Federal level?

Mrs. **Cooper.** If all of the indications of our evaluation are correct, and we would assume they are, we have done this carefully, we would have a very difficult situation, to say the least, in the schools that we have served.

Chairman **Perkins.** Do you agree with that, Dr. Neyman?

Mr. **Neyman.** Very wholeheartedly. I think probably your best testimony on this regard would be the principals and the assistant principals in the schools themselves, who can tell you what it was like before they had it.

Mrs. **Cooper.** I would like to point out also that the programs have been evaluated and the citywide title I advice council has used the results of the evaluation to establish priorities in programs so that we now do have programs that are producing the most, we have found, for the dollar. Those that did not produce have been dropped.

Chairman **Perkins.** Are there any further questions?

Thank you, Dr. Cooper and Dr. Neyman. Your testimony has been most helpful to the committee.

Our next witnesses are a student panel from the title I junior and senior high schools. Come on up. Identify yourselves and the school you represent for the record. We want you to tell us something about the special services and classes you are participating in in your particular schools and where you would be without these programs.

STATEMENTS OF DOUGLAS RUTHERFORD, YVONNE RUTLEDGE, KENNETH ROBERTS, ESSIE YOUNG, BURNETTE MINICK, AND THADDEUS McCOY

Mr. McCoy. My name is Thaddeus McCoy from Dunbar High School. For the past 3 years, students of Dunbar High School——

Chairman Perkins. We can't hear you.

Mr. McCoy. I am from Dunbar High School. My name is Thaddeus McCoy.

Chairman Perkins. What grade are you in now?

Mr. McCoy. I am a junior.

Chairman Perkins. In high school?

Mr. McCoy. Yes, sir.

Chairman Perkins. Go ahead.

Mr. McCoy. For the past 3 years students of Dunbar High School have been benefited from the title I programs. These programs are computer mathematics, cultural enrichment, data processing, reading incentive, staff development and urban journalism.

With me are students who have been involved with the title I programs. These students will now inform you of their involvement.

First we have Burnette Minick from Dunbar High School, who will talk about computer mathematics.

Miss Minick. Computer mathematics is a program designed to teach the high school students the basic fundamentals of programing and acquaint them with the higher forms of mathematics involved.

In dealing in my class I have learned a little bit of trigonometry, calculus, and a little bit more of algebra. We have learned there are two types of computers, basically business and scientific.

In our work we have only been doing general work or general programing and in the programing you just take a problem and put it into simple form, and this is put into the computer and it runs off an answer.

Chairman Perkins. Let me ask you a couple of questions. Would you tell us your name again?

Miss Minick. Burnette Minick.

Chairman Perkins. You are likewise at Dunbar?

Miss Minick. Yes.

Chairman Perkins. Are you a junior?

Miss Minick. Yes.

Chairman Perkins. Is this computer course offered in the junior and senior years there?

Miss Minick. It was only started this year, and we are hoping to have it next year. But now it is for anyone who wishes to get into the class.

Chairman Perkins. What are your plans when you finish high school? Do you plan to go to college or obtain employment?

Miss Minick. I would like to go to college. I would like to use the skills I learned in computers to get a job in a Government agency to get me through college.

Chairman Perkins. The next lady? Identify yourself for the record. We don't know your name.

Miss Young. My name is Essie Young of Dunbar High School, and I am a senior. I will talk a little on the introduction of data processing.

The course data processing is designed to acquaint the student with his basic knowledge and skills. It includes the fundamentals of keypunching, principals, practices and the basic knowledge of using the 59 verifier, the 82 sorter and the 407 accounting machines, machines used in processing data.

In this course I have learned to really explore the field of data processing and to get acquainted with the machines, their functions and just what they are used for and how they are used. I have also had an opportunity to have a close relationship with my instructor, to experience working in an office situation.

I would like to use these skills and go on to get a job with these skills and these skills will help me toward a step in advancement later on in life.

Chairman PERKINS. Let me ask you a couple of questions at this point. This is a title I project. I had occasion the other day to personally watch and observe this particular course. Do you have all the equipment you need in this school so that when you get through, you can go out and get a job? Or do you need other equipment in the school?

Miss YOUNG. No, sir, we do not have the equipment we need, and some of the equipment we do have, well, at times it doesn't work and it is a long time before we can get the equipment fixed. This slows our process down.

Chairman PERKINS. You need some more up-to-date and modern equipment there?

Miss YOUNG. Yes, sir, because we have more students than we do equipment.

Chairman PERKINS. I think personally this course is wonderful. And if for no other reason, title I has paid for itself in this school—not even considering the dozens of other special education programs that you have there other than this particular computer project.

Would you care to give us your views now?

Mr. ROBERTS. My name is Kenneth Roberts, and I am from Dunbar High School and I am a senior. I would like to talk to you about the cultural enrichment program. The cultural enrichment program provides motivating experiences aimed at developing new interests and new insights into the values of education. I would like to tell you of my experience.

Just recently it was my honor to be able to attend a presidential classroom for young Americans. The presidential classroom stimulated my interests and increased my knowledge several times over. Before I attended this classroom, I had only been slightly interested in the functions of our government. This program gave me an inside view of the way our country has been operating.

We have seminars with Government officials and we are encouraged to exchange ideas with them. Inasmuch as I was able to talk and exchange ideas with these officials, I became intensely interested in the Government. I want to become involved in the crisis affecting us.

Another important factor of the program is it promoted interested thinking among each individual person. The program pointed out the fallacy of passing judgment on any issues without first contemplating completely. We were shown the importance of reading several newspapers and several magazines and how they can help or hinder our opinions.

This program encourages us not to be guided by propaganda, but thoughts and reasoning when interpreting the news media.

Chairman **Perkins.** How many years have you had this cultural enrichment program at Dunbar?

Mr. **Roberts.** I don't know.

Chairman **Perkins.** How has this cultural enrichment program personally benefited you insofar as the outside world is concerned?

Mr. **Roberts.** I plan to attend George Washington University this fall. While I was on this program, there were students from every State and I feel by my having met students from so many different places, that I can understand their feelings and I can relate to these students, and I feel I have been exposed to their type of thinking. I can really get along with these students, because it is a title I program.

Chairman **Perkins.** That is a good answer. What would happen out there, in your judgment, if we took the computer program out of your school, or if we did not have the computer program, your cultural enrichment program and other special educational programs? Would the students be as interested?

Mr. **Roberts.** Are you directing your question to me?

Chairman **Perkins.** Just what would be your situation out there if you did not have cultural enrichment and the other courses that the student panel has referred to?

Mr. **Roberts.** Well, while we are on this title I program, like, for example, I used cultural enrichment, I feel that this has stimulated desire in me to want to better myself by having attended this program. I feel like before then, I always felt that I was a nice person. I thought I was equal to anyone, but this program brought it out even more, made me want to strive to do better.

I feel by having attended this program it really helped me and I want to help other people, too, not only myself, to feel the same way that I do. So I feel that without this title I program, that I wouldn't feel this way. I really want to help someone, so I feel this program has stimulated my interest a great deal.

Chairman **Perkins.** All right. Let us hear from the next witness there. Identify yourself.

Miss **Rutledge.** My name is Yvonne Rutledge. I am participating in the urban journalism workshop. I have learned how to write a news article. I have learned, too, there is much more to publishing a newspaper than just writing. In the workshop, I have learned how to write a news story, to answer what, who, when, where, why, and how.

Writing for the paper has improved my work in other classes. In addition to learning to write, I learned some of the details that go into preparing the paper for the printer. Without the urban journalism workship, I would not have had the opportunity to work so closely on the school newspaper. From this experience I have found that being a newspaper reporter could be a challenging and exciting occupation.

Chairman **Perkins.** How many girls in your school take the special courses that you take? Do you have enough room for these courses and enough teachers to give these special courses to all the students out there that want to take them?

Miss **Rutledge.** No.

Chairman **Perkins.** Do you need more individualized attention? I will address this to the entire panel.

Miss **Rutledge** Yes, I think so.

Chairman **Perkins.** At times you do not have adequate teacher aides to assist you individually; is that the case?

Miss **Rutledge.** Yes.

Chairman **Perkins.** Do you ladies and gentlemen have any suggestions as to how we could improve these special courses that this panel has enumerated? What would be your suggestions? Any of you can speak up, one at a time, if you have some suggestions.

Mr. **McCoy.** I would suggest that for the computer mathematics class, that we should try to add one more computer, or either have a bigger computer with more storage space, because the computer we use now, well, you have to wait your turn, stand in line to run different programs. If you had two or more, you could double the rate of running programs and get a lot more done.

But with just one computer, you have to stand in line and wait, when you could be going on to the next assignment.

Chairman **Perkins.** Any other comments from the students?

Miss **Young.** My name is Essie Young, and I am in the course of data processing. I think that we should have more machines. We have something like six keypunch machines and approximately 13 or 14 students in a class. When we have a keypunching job, you can see that this slows many students down. It is like a race to get to clase, because whoever is to class first has the opportunity to finish the job.

Then for the sorter, it was out of order for about 3 weeks, and we had a sorting job to do. And when you have something like 260 jobs, it is not too easy to sort it by hand. I think we need more equipment, and the equipment we have, it should be in tip-top shape, make sure it is in good shape.

Chairman **Perkins.** I assume some of this panel are receiving A's from the standpoint of grades. Would you just tell the committee, along that line, how we in the Congress can improve your classrooms? That is what we want to hear about. Will you pass that microphone around and give us your ideas now?

You know the shortcomings and I know you have gripes at times, get mad at the teachers and this thing and that thing. Tell us how we can improve those classrooms out there.

Mr. **Roberts.** I feel that we should have better books and equipment. I feel that the books and equipment that we have now are getting to be almost obsolete. They are really too old for us to be using. I can understand this because by my attending to the program to the classroom, I talked with students from different school systems, and I can see almost how much they know and compare it with what I have learned. I feel we are at a disadvantage. I feel we should have better equipment and books.

Chairman **Perkins.** Let the gentleman on the end make his remarks. Then you others, if you want to, may comment further. All of you will have the opportunity to comment on the way you feel your classroom can be improved.

Mr. **Rutherford.** My name is Douglas Rutherford. I am a senior at Dunbar High School. About the only problem we have run into in the radio workshop is the fact that the turntable we are using works adequately on 33 r.p.m., but not as well on the other speeds, and we could use an improvement in this turntable.

At this time this is about the only problem we have run into, because the people we have been working with have worked out most of the other problems we might have had.

Right now I would like to go into what the radio workshop has done for me. One of the most important skills I picked up in the radio workshop was the art of preparing and carrying out the interview. I had to learn to pick my questions wisely and get questions that concern the person I am interviewing.

I have done an interview at my high school with a teacher who is here today. I also learned the proper method of broadcasting. The group was told that the best way to make our voices carry was to sit at a corner of a room at about a 45° angle to both walls. We learned the tricks of laying our sheets aside when we were through with them, with as little noise as possible. And I especially, as one of the newscasters, learned the art of shortening my news broadcasts to a certain number of minutes.

Our radio group organized programs, learned the operation of some of the complex equipment used to control the microphones, record players, tapes, and various volume controls. But truthfully, we didn't get into this area too much because even some of the people who are working at the university had trouble working with some of the switches.

I also would like to make another comment about the fact that in working in this program itself, I realized the good feeling of working with others in the preparation of something that is tangible and solid and something other people can share with us by just listening to the program.

Chairman PERKINS. Each of you has spoken about special educational programs that have been made possible under title I. I would like to receive your comments as to whether you believe these special classes have had a bearing on your staying in the school, rather than dropping out. Have they attracted you to the classroom and caused you to want to remain in school?

Miss MINICK. I am in the computer mathematics. I am the only girl in the class. But as for the class, I enjoy it because I like math. When I go there, it is a lot of mathematics before you can run a program through that computer. You are just about crazy and then you have got to punch the card. What I enjoy most is the math part.

Chairman PERKINS. Yes. You are a shrewd little lady.

Miss YOUNG. I think these programs have influenced students to stay in school. As an example, a young man that takes the data processing with me, he had dropped out. But he came back about 2 months ago and he decided that he really liked the course and wanted to stay in school because of this one particular course.

It was a lot of hard work for him to catch up. He had been gone for something like 3 months. We had really gone on. But he is coming now every day and staying in class and he is progressing really fast. I think it influences a lot of students because it is something different from the straight English, algebra, gym, government, and things like this, and it catches the students' interests and holds the interest because they only progress as fast as they can.

There is nobody to push them along. You do what you can do, and the teacher accepts this. She grades you on what you can do, not what she wants you to do. It holds the student's interest and influences him and makes him want to come and learn.

Chairman **Perkins**. You go ahead.

Mr. **Roberts**. It offers a variation in the regular school program. We were able to take a lot more trips because of title I programs. For example, like in social studies we have been able to take court visits. We have been able to go to the Senate and the Federal Bureau of Engraving, and in the art fields we have been able to go to the National Art Gallery.

This really interests the students and makes you want to come to school for it is something more than coming to class and sitting down, because you have a variance and it stimulates you. Because of title I programs, it has kept several students in school. If it is only one, then this is a great thing, I feel.

Chairman **Perkins**. Any other comments? Go ahead.

Mr. **Rutherford**. I am sort of a student that feels that any new project that I am going into has sort of an interest to me. And after I went a couple of weeks working at the radio workshop, I found this to be interesting, not only because it was new, but because it was something that, well, it is sort of hard to explain. But it was interesting because——

Chairman **Perkins**. You are telling us it sealed your decision not to drop out of school?

Mr. **Rutherford**. Well, as for dropping out of school, that had never come to my mind in the first place, anyway. I plan to go to college also. I will be attending Clark University after I graduate. But a lot of people explore programs just because they are new. But I found this workshop to be interesting, the work itself, not just because it was new. And that is why I decided to stay and do as much as I can while I am there.

Mr. **McCoy**. In listening to all of the students here, the main words they have been using are "students being interested." I think that is the main word that has come up today. Most students drop out of school because they aren't interested. But the title I program, it provides equipment for us to use which is different from books. Like you read a book and this book says that the computer is operated with these different keypunch machines and card readers and things like this. But if you aren't out there to use this machine and see this machine, then it doesn't have any meaning or any substance behind it. So the main word is "interest," I think, in this case.

Chairman **Perkins**. Any further comments? Well, let me say thank you to this distinguished panel. We really appreciate your appearance. You have been most helpful to the committe. I certainly hope I have the opportunity to visit your school again one of these days when you you have more equipment and more teacher aides and more facilities there.

Our next witness is Mr. Frederick Couzzens, principal of Harrison Elementary School. Come around, Mr. Couzzens. I am glad to see you this morning. I am delighted to welcome you here. I presume you have some classroom teachers with you.

I personally have had the opportunity to chat with those teachers, but you go ahead and conduct this hearing the way you want to. I see you have got some young pupils with you, likewise. We will withhold any interrogation until you have finished.

I am delighted to welcome all of you here.

STATEMENT OF FREDERICK COUZZENS, PRINCIPAL, HARRISON ELEMENTARY SCHOOL, ACCOMPANIED BY MRS. SHIRLEY F. HOLLOWAY AND MRS. MAMIE BENNETT, TEACHERS, HARRISON ELEMENTARY SCHOOL; AND MISS LA TONYA JONES AND MISS DEANA SPARDER, SCHOOLCHILDREN

Mr. COUZZENS. Good morning, Chairman Perkins. Committee members, distinguished guests, ladies and gentlemen: This is indeed a pleasure to have this opportunity to appear before you and the committee today. Harrison School was also very pleased to have you visit with us on Monday of this week.

We are doubly honored because you have selected two of our teachers, two of our very fine teachers, to appear before you, and they are Mrs. Bennett and Mrs. Holloway, and two of our young students. We also had been requested to have two parents of Harrison School appear before you, but I don't think they were able to get back this morning.

Harrison Community School is located at 13th and V Streets, Northwest, in the heart of the inner city. It is one of the 16 elementary schools in the Model School Division and one of the oldest elementary schools in the District of Columbia. A part of the building was built in the late 19th century and the addition was built in the early part of the 20th century.

The latest figure for population in its area is 7,800. The maximum capacity for the school is 390. Our present enrollment is 457.

The school lacks an auditorium, cafeteria, gymnasium, multipurpose room, resource center, health room, and a playground.

For the lack of an auditorium children have to walk several blocks for cultural enrichment programs.

For the lack of a cafeteria children must eat in the basement corridor and in classrooms. There are over 300 children on the lunch programs and 250 children on the breakfast program.

For the lack of a gymnasium, children must take physical education in the corridors or across the street on the District of Columbia Recreation V Street playground. They must take exercises in their regular clothes because there are no facilities for changing or for taking showers.

For the lack of a multipurpose room, many of the special programs and projects at Harrison must be carried on in corridors or in the library.

For the lack of a health room, a child who is ill must remain in the classroom with his head on his desk if a parent is not at home. First aid is given by any member of the staff.

For the lack of a playground, children must cross the street to the District of Columbia Recreation V Street playground. Many times it is in use by teenagers and adults who are undesirable, especially on the basketball court.

In spite of the many undesirable situations that exist at Harrison School, the staff tries to carry on a program of which we are proud. It is hoped that through experimentation and innovative ideas in teaching and learning we will help to raise the educational achievement level of the inner city child and thereby meet the needs of all its students.

In addition to the regular school day program, the Harrison School is one of the few elementary schools with a community school. The community school is serviced by a full-time community coordinator and staff, another way of meeting the needs of the community.

It is estimated that the average income of the families in the Harrison community is approximately $2,000 to $3,000 a year. Harrison School is the feeder school for Garnet-Patterson and Lincoln Junior High Schools.

I have listed here several programs. Just to name a few, in curriculum, we have the ethnic awareness and the polaroid projects. In administration, we have teacher aides. In staff development, we have innovation teams, tri-wall and urban teachers.

In the instructional program, we have elementary science series, Spanish social studies, FLES, Madison project, team teaching, SMSG for the kindergarten class, perceptual training for the kindergarten class, physical education, art, music and speech.

In reading, we have the Bank Street, owl series, Project Read and SRA.

In meeting individual needs, we have the Joplin plan, pupil personnel, tutoring, cultural enrichment, lunch program, MIND program and counseling.

I would like to digress for a minute sir, if I may, to tell you about the community program. The Harrison community program is an extension of the program provided during the school term. Harrison is the center in which real community activities have been developed. It is identified with groups and their goals for achieving success that operate within the bounds of the community.

Success in ongoing activities and the development of new ones have served to guide other community groups to initiate new projects and improve the existing ones. The Harrison program is a community school that is related realistically to the children and their parents and prepares them for the city in which they are living. The program is an extensive one. These are the programs that we have in our late afternoon program.

If I may invite you at the end of this hearing, if possible, to visit our program at the Harrison Community School.

The following subjects are offered in the evening programs: language arts, math, science, art, reading, metalcraft, triwall carpentry, library and music. But adults will be involved in high school equivalency, preparatory courses, general English courses, arts and crafts, music, training programs for teachers, college students, and parents, a teen girls' house where girls receive tutorial help as well as a home economic program.

In addition to the above-mentioned, ballet, drama, physical education, typewriting and other subjects are available, as requested.

You are already aware of the objectives of the title I programs, and I will mention a few present in our day as well as our evening program. Pupil personnel team services, youth serving youth, reading and speech clinics, cultural enrichment, teacher aides programs, urban service corps, audio visual services, innovation team, perceptual training.

This program is in our kindergarten class, the perceptual training. And last but not least, Project Read for individualized instruction for the students.

To answer one question that I think we are here today to answer, "Do we need more funds?" my answer to that question is, "Yes; most definitely." More title I funds are urgently needed.

This question relates to the central purpose of the whole program at Harrison School. For though we have called attention to title I's actual and potential impact on the health needs of disadvantaged children, our main purpose has been to illuminate those needs.

How would we use the funds, if we were able to get additional funds? Since over 81.1 percent of the children of the total population have been disadvantaged educationally and economically, the Harrison children will be greatly benefited if additional funds are able to come forth.

The additional funds would also enable us to continue some programs, expand others, and plan for future innovations and changes as need arises.

So we are here today to say thank you for letting us come before the committee, and I would like to say we are very hopeful that additional funds will be forthcoming for all the programs.

Chairman Perkins. Introduce your companions in the order you prefer.

Mr. Couzzens. I would like to introduce the lady on my right, Mrs. Holloway, who works with our third grade class in the day. Also she works in the afternoon.

The next lady is Mrs. Mamie Bennett, a second grade teacher who works with the evening program.

The two young ladies at each end of the table, I want Mrs. Bennett to tell you about them. So I will now go to Mrs. Holloway.

Mrs. Holloway. Mr. Chairman, members of the committee, and others: Good morning.

Equipment and materials that are available in my room are: tape recorder, earphones, Polaroid camera, microscopes, filmstrip projector, record player, books and records, and a typewriter.

Most of this equipment and materials was obtained through the innovation team. Workshops and summer institutes were scheduled to show teachers how to use new materials and equipment.

Some teachers were also given the opportunity to order $200 worth of material, after having attended the summer institute they were interested in.

However, I feel that the above list should be a part of every classroom. In addition to the above list, each classroom should have movie projectors, radios, encyclopedias, records and films. These items should be in easy reach of every teacher.

I also feel that each teacher needs an aide in order to do a more effective job and to give more time to individual pupils.

Children also need more cultural enrichment type activities. Teachers and pupils should be able to plan trips, et cetera, without having to worry about where the money is coming from.

Thank you.

Chairman Perkins. Mrs. Bennett, you are next on the list.

Mrs. Bennett. Mr. Chairman, members of the committee, good morning. We are greatly in need of more materials to use in our classrooms for many of the new learning techniques.

Some of the materials available through title I funds are as follows: Tape recorders; camera—Poloroid; filmstrip projector; overhead projector; film projector; record player; and occasionally, one TV.

Some of our needs are: records to accompany music books; the new cassette tape recorder.

The cassette tape recorder is a small machine that the teacher can easily take home to prepare independent lessons for students working alone or performing individual tasks in groups. The lessons will assist the students in improving their listening skills. Students will learn to follow directions to complete their assignments.

A full-time teacher aide for each primary teacher is needed, to reinforce and to facilitate new learning.

The need for more personnel to render available services and to extend on-going programs under title I to our school is evident.

Thank you.

Chairman **Perkins**. Before you get to the two youngsters you have brought with you, I want to compliment this distinguished group of educators representing the Harrison School. I like the way you have presented the facts clearly and concisely showing what you have and what you still need. I appreciate your appearance here this morning, and I just wish the whole committee were present to hear such a distinguished panel.

You proceed, Mrs. Bennett.

Mrs. **Bennett**. I brought along some books to show some of the things we have been doing, new innovations in our classrooms. Some materials we have been able to secure from title I funds, the innovation team, where the little ones have made their own books. And they have a story in them that they have made of their own.

I brought the children in case you might want to hear them or see them.

Chairman **Perkins**. Since you brought the children, let them demonstrate to us.

Mrs. **Bennett**. This happens to be little La Tonya Jones' book that she made. So she will read it.

Chairman **Perkins**. Identify the youngster.

Miss **Jones**. My name is La Tonya Jones.

Mrs. **Bennett**. She is going to read to you the first little story she made about a rainy day.

Chairman **Perkins**. Tell your age and grade.

Miss **Jones**. I am 7 years old and I am in the second grade.

Chairman **Perkins**. All right, go ahead.

Miss **Jones** (reading):

> Once there was a little girl named Lisa Rogers. She was pretty. She looked out the window. It was a rainy day. She put her raincoat on to go outside. She met her mother coming in the rain. Then they walked home.
>
> Her father was home before they got home. Lisa went back outside to go pick up her girlfriend. Her name was Ronda Simmons. She was very pretty. I brought her over to my house. Then I had to go pick up La Tonya Jones. Lisa brought the girls up to her room.
>
> When Ronda looked out the window, there was her sister with the groceries to take home for mother. Ronda was the smallest, so she was the baby. La Tonya was the big girl. Lisa was the mother. They play mother-children. They had fun.
>
> At 5 o'clock it was time for the children to go home.

Chairman **Perkins**. Let me interrupt you to put a few questions to you, Mrs. Bennett. Time is running away from us here.

If it were not for title I funds—if your projectors and filmstrips and all your other special reading equipment were removed from your classroom what would be the situation confronting you with regard to the students that you are required to teach?

Mrs. BENNETT. I didn't quite understand.

Chairman PERKINS. You have enumerated equipment that you have received as a result of title I funds, and likewise stated that other equipment was needed for your special reading courses.

Now, if the equipment you have on hand were not available, how would you instruct these youngsters?

Mrs. BENNETT. Well, frankly, I would not be totally lost, but it would be an awful handicap, because even with my very slowest learners, having the new innovations, the Polaroid camera and the materials to have these children make their own little books. I have been able to reach even my slowest children. They have been stimulated and motivated to the extent that they want to become a part.

Chairman PERKINS. How many youngsters do you have in your classroom?

Mrs. BENNETT. I have 25 children in my room, but only one Polaroid camera.

Chairman PERKINS. How much more equipment and material would you need, percentagewise, to do the best job possible?

Mrs. BENNETT. Well, if I was able to secure at least 10 more Polaroid cameras, and I would say three cassette tape recorders, with other materials. We have to have tag board, cement glue, masking tape, paper, and many other things. Just the amount of money, I wouldn't know the cost of it. The innovation team, in fact, did provide me with this. It would be quite helpful if I could secure more.

Chairman PERKINS. From the standpoint of individual attention to each one of those youngsters, would you need more teacher aides?

Mrs. BENNETT. Yes, they would be quite helpful, because the little ones made these boxes themselves. They had to learn how to sew the paper together, using the masking tape. Had they had an aide to assist them, it could have been quite helpful. They could have moved faster and got more done.

Chairman PERKINS. Mr. Couzzens and ladies, all of you have detailed certain equipment available and the need for additional facilities. Just how much could you improve your teaching out there if you had additional funds under title I, and just how much more money would it take, percentagewise?

Summarize that the best you can, Mr. Couzzens, and then we will let the other ladies speak.

Mr. COUZZENS. Congressman, I was thinking through as you were asking the questions, and I would definitely say it would be, percentagewise, three-fourths or as much as we already have, because I would like to see a teacher aide in each classroom, especially for the individualized instruction which we think is so definitely needed for the children in the area.

It gives the child another adult with whom to associate and learn from. I think materialwise, equipmentwise, we need equipment in each classroom, because right now we only have about three projectors in the whole building, and I think with additional equipment, it would definitely increase the potential, not only of the teacher, because I do think we have very fine teachers there, but it would also help them to increase their productivity. At least 75 to 100 percent more.

Chairman Perkins. You go ahead and comment on that, Mrs. Holloway.

Mrs. Holloway. In my class, all the people have had experience in the Bank Street Reader. However, we only have a part of this program. We need all of the parts of the Bank Street Reader to make this an effective program. I also have some pupils who have surpassed the 32, and they are doing individualized reading.

In other words, they are reading books of their own interest, and they use the tape recorder or they read directly to me now. Now, more books are needed in this area for individualized instruction.

Also, we only have, I think, about two Polaroid cameras in the entire building, and pupils have the advantage of taking pictures of their interests with these cameras. Pupils are able to capture events which would otherwise be lost if we had not the use of at least, say, the two cameras.

We need more cameras. I would like to have at least five more cameras in my classroom, at least two sets of encyclopedias, and also some cassette tape recorders. And I think when I say I would like to have these, in talking to other teachers, they also would like to have these types of things. It helps the teacher to be more creative and it leans toward individualized instruction and we have to think of the pupils' interests, and also of their needs.

As teachers we need to provide them with all kinds of experiences and with this equipment and with more materials, we can do this, if we only have the materials.

Chairman Perkins. I hope to visit one of these days when you have better equipment and better facilities and a better building. I just hope to see that day arrive. Mrs. Bennett, any further comments you care to make, and do you care to introduce the other youngster?

Mrs. Bennett. If you please. These two ladies are in the afternoon program that Mr. Couzzens mentioned. And to keep this little one from feeling left out, she is Diana Sparder. She is in the second grade. She was with me last year, and because Mr. Couzzens let me move with my class, she is with me this year.

They have been reading in the afternoon program. And to prove they are better readers, benefiting from this program, I wish you would allow her to read a couple of paragraphs.

Chairman Perkins. Yes.

Miss Sparder (reading):

> Here you see a picture of somebody very nice. Her name is Ann. Ann is a girl. This is a picture of Ann's brother, Sam. He is just as nice as Ann. Everybody likes Sam and Ann.
>
> Here you see a picture of Walter. He is the boy that lives next to Sam and Ann. Walter is not as old as Sam or Ann. He is only six, but he is just as much fun. Walter is the little boy.

Chairman Perkins. I would like to address one additional question to the panel. I have been most impressed with the teachers and administrators, and I have met many of them in the model schools and elsewhere. Has having the extra equipment and teacher aides supplied by title I been instrumental in helping to retain good and experienced teachers in the inner city school system, Mr. Couzzens? All of you can comment on it.

Mr. Couzzens. In my opinion, Congressman, I do think it helps to keep the teachers in buildings, because they are happy. They have something to work with. And they feel the equipment is supportive to what they are doing in the classrooms.

It is awfully hard, particularly in our area, to find the happy medium for the youngsters there, because they have so many diverse attitudes and behavior. With additional supplies, the children are working with teachers very nicely and the teachers are happy. I think additional equipment would and does keep them happy.

In the last 2 years a teacher has not moved from Harrison school, not since I have been there.

Chairman Perkins. Do you care to comment, Mrs. Holloway?

Mrs. Holloway. Well, I certainly am happy with the materials that are being shared with me this year in my room. However, the Polaroid camera might be shared next year with someone else. I might not get one. This would make me unhappy.

I am able to plan more creative things for the children when I can put my hands on the equipment and materials without having to go all over the building looking for a film projector, and having the equipment in short would make me happy. I am happy with having the equipment that I have, and when I get more—the other equipment that I need—I will be happier.

Chairman Perkins. I agree wholeheartedly. Mrs. Bennett?

Mrs. Bennett. I will say the same thing that Mr. Couzzens and Mrs. Holloway said. Having the equipment has made me happier and because of the fact it is making my children so extremely happy. They are able to do many new things. We are able to go into the neighborhood and make pictures of places of their own interest. They come back and talk about and write about and feel happy over their accomplishments.

So I am quite happy. My only hangup is the fact if I had more, I could do a better job.

Chairman Perkins. Let me state I am most hopeful that the U.S. Senate will add more money for these Federal programs than was added in the House. I did my best with the House committees and urged more funding. We have received more funding than we did a year ago, but not nearly enough.

I have the idea that there will be additional funds to take care of situations such as those you have described. At least it behooves us all to work in that direction to see if we can't do something about the situation.

I would like for the school administrators and teachers throughout the District, the administrators and assistant school superintendents in charge of the Federal programs, to get together with your principals. Try to see what you can come up with in the way of a figure that will permit these ghetto schools in the heart of the low-income areas of this city to have additional funds to do the job—the job that is necessary to see that these youngsters in these classrooms get individualized attention, and the education that they rightfully deserve.

The committee will now adjourn until about 4 o'clock this afternoon, perhaps 4:30. I feel that we may get through on the House floor by that time, but if we do not get through by 4:30, we will be back here at 5 or 5:30.

We will be here some 3 hours or so tonight and continue with the hearings on Monday.

Let me thank all of you for your appearance today.

(Whereupon, at 11:55 a.m. the committee adjourned, to reconvene at 4 p.m. the same day.)

AFTERNOON SESSION

Chairman **Perkins**. The committee will come to order.

We have with us Mrs. Catherine Leidecker, assistant director of the speech and hearing center. I understand you have some programs under title I, and we are most anxious to hear from you. It is a pleasure for me to welcome you before the committee.

You may proceed in any manner you prefer.

STATEMENT OF CATHERINE LEIDECKER, ASSISTANT DIRECTOR, SPEECH AND HEARING CENTER

Mrs. **Leidecker**. Thank you very much for the opportunity to appear before you.

I appear before you to talk about talking. I want to speak about speaking. It used to be thought when they invented the printing press that people would be able to be reached through reading and writing, and they even had the famous saying, "The pen is mighter than the sword."

But today, we know that that has changed. People don't want to take the time to read or to write. They want to talk, and to talk in person, eyeball to eyeball. These are talking times that we live in. Talking reaches people faster and has more impact. And, as you know, the young people of today have absorbed this principle.

Thus, to be unable to talk, to have speech which interferes with communication, is a major tragedy. Title I students have many handicaps, often multiple handicaps, and they need programs which are tailored to administer directly to their specific needs.

And today, there is no more striking necessity than the ability to speak and to speak out and to speak fluently and ably and directly to the point.

Research has shown and amply proven that the student who achieves, the student who develops into a leader, the student who continues and remains in school to develop his full potential, the student who graduates into a world of opportunity, is the student who can stand on his feet and talk.

Language has four major modalities: hearing, speaking, reading, and writing. But the listening and speaking come first, and are of paramount importance, because they lay the basic groundwork for the acquisition of the reading and writing. Thus, speech therapy has a definite place in title I programs.

What have we done about this in the Washington, D.C., title I programs? Well, we began this past year, fiscal year 1970, with a concentrated, saturated speech service on the elementary school level. All title I elementary school units ought to have 5-day-a-week, full-day speech therapy.

I have mentioned here many of the reasons for this. The improved working conditions that are given to someone who has the ability as a full-time person and is not in a building just a day or two a week.

The person in a building all week long gets to know that school and the needs of that particular community. And they can give individualized attention to any child who needs it, whether he needs an hour a week, or an hour a day.

They also can coordinate the speech program with the classroom program. Because unless we can all work together in the school system, our efforts are divided and diverted and we don't get full value. We can cooperate with all of the other specialists and we can get increased rapport with the students and enhanced interest in speech in the entire community, where sometimes people are not aware of the value of this and consider it a thrill, and something other than the real basis of reading, writing, and arithmetic.

Many parents aren't aware of the value of this themselves. They think children will outgrow these things, or they don't realize they could take the child to a clinic. They have got to have the service in the school to reach these children. We get better cooperation with the home when we are a part of that school community. We have more access to materials and equipment when the principal realizes that we are a definite part of the whole program.

And, of course, the therapist herself is more motivated and more willing to put her time in when she is right there every day and can see the value, see the advantages and the advancement of the children themselves.

So for the elementary schools we are very pleased with the program, even though we still have things to work out to improve it. But how about the secondary school children?

In the secondary schools, the junior and high school students, these are the days when truancy becomes a real problem and these are the times when there is a danger of becoming a dropout. And now today when the Federal Government has alined itself on the side of the poor and the minorities and the hard-core unemployed, when doors really are opening and the opportunities are really tangible and right there, we want these boys and girls to be able to reach out and grab these opportunities.

The junior and senior high school level is neglected at the present time for title I in speech. We have no one working on that level, and that is the level we intend to start working on for the coming year while continuing our program in a nonpublic school level and the elementary school level.

Chairman **Perkins**. Let me compliment you, Mrs. Leidecker, on an outstanding statement. I just wish many members of the committee could have heard you.

You are handicapped from the standpoint of funds to carry on the type of work that you would like to really carry on?

Mrs. **Leidecker**. Yes.

Chairman **Perkins**. How many aides do you have and how many assistants are you short?

Mrs. **Leidecker**. We have at the present time 14 speech correctionists, two in the nonpublic program and 12 on the elementary school level.

Chairman **Perkins**. What percentage do you have in comparison with your needs?

Mrs. **Leidecker**. Since there are 27 school units, 35 schools altogether, we have asked for 18 people, which still makes us nine short. If we could have three additional people, which would cost approximately $25,000, that would give us enough speech therapists so we could put three for the six junior and senior high schools, and two in the nonpublic program, which is comprised of five schools, and then several programs for special children. Then on the elementary level we would have 16 speech correctionists for the 23 schools.

Chairman **Perkins**. One further question: Judging from your observations of the results obtained, are those results obvious?

Mrs. **Leidecker**. Yes, I think you would find the people would testify the results are obvious. One mother told me of her child being a dropout. She appealed to the school to please take the boy back in. At that time they put him in another school where he could start fresh and it was a title I school. He was given speech correction.

This was a boy who stuttered, and therefore he didn't want to get up and talk in class because he was afraid people would make fun of him. When he would get up and hesitate, the teacher would think he didn't know the work and would call on someone else.

Once he got help and support and was in a new situation that had people who sympathized and worked and supported him, he stayed in school, and he is doing very well now. And we have case after case of this kind.

Chairman **Perkins**. If you had ample funding, would you extend this special program to the remaining schools in the District that have pockets of poverty?

Mrs. **Leidecker**. Would I extend this?

Chairman **Perkins**. Would you extend and enlarge the program to all the schools that do not have the program now if you had ample funding?

Mrs. **Leidecker**. That is exactly it, yes, sir.

Chairman **Perkins**. Let me thank you for an outstanding statement, Mrs. Leidecker.

Mrs. **Leidecker**. Thank you.

Chairman **Perkins**. I appreciate the fact you are doing a good job in your work.

Our next witness is Miss Edythe Wright, teacher, J. O. Wilson Elementary School. Without objection, I will insert Miss Wright's statement in the record at this point.

(The statement referred to follows:)

STATEMENT OF MISS EDYTHE WRIGHT, TEACHER, J. O. WILSON ELEMENTARY SCHOOL

As a teacher in a Title I School, I am aware of the existence of special academic and social needs of children. Some of these are identified as follows:

Academic needs

1. Strengthening skills.
2. Improvement in awareness of need for an interest in education.
3. Manual skill training for those who are not successful academically.
4. Special placement for under achievers.

Social needs

1. Clothing.
2. Food.

3. Positive attitude toward learning.
4. Community acceptance of and support for academic interest.
5. Positive self-concepts.
6. Closer working relationship between home and school.

Programs presently operating in the J. O. Wilson School to meet these needs are as follows:

A. *Project read*

Programmed Reading to provide individualized instructions to children with remedial reading problems. Each child works at his own pace and his progress is checked by the teacher.

There is a great need for another adult to be in the room during this time to provide other ears for the children, assist in checking the progress of students, and supervise and lead games for practice.

B. *Health and psychological services*

1. *Health Aide*—An assistant to nurse who checks on children's defects, makes and follows up an appointment with clinic and doctors (dental, eye, ringworm, etc.) She also checks on children who are taken ill at school and arranges for them to be picked up and, if necessary, administers first-aid.

This is very effective in that it helps to provide additional contact and referral service for the medical needs of the children. She also leads and is involved in discussion groups with the girls and provides outside contact for various classroom projects. Additional funds would allow for continuous in-service training of this aide as well as money for much needed supplies and equipment.

2. *Crisis teacher*—Specially trained person who can relate well to children with temporary emotional disturbances (a child who has gotten upset in the classroom and needs somewhere to cool down without being made to feel that he is bad or unable to be taught). This is usually a temporary situation lasting at best for no more than a day. Once the child has cooled down, he is returned to the classroom. This person serves as a valve for releasing emotional tensions. She will provide appropriate material for him to work with during this time of cooling off.

Because of our limited funds, only two (2) schools have such a person. However, all schools have requested such a position.

C. *Classroom assistance*

Aides to come into the classroom to help teacher in any way possible. (Example: working with children, completing clerical work, checking papers, recording grades, etc.)

This program is very effective, but not enough persons are employed to provide adequate service for teachers and children.

Office Aides are needed to prevent the pulling of classroom aides for use in the office. At present there is one aide for every six teachers in my school which means we receive the services of an aide at the rate of less than one day per week. This limits the effectiveness of the program and the continuity of her services.

D. *Early morning physical fitness*

A program including sports, breakfast and shower that stresses fair play, sportsmanship and companionship between boy and man, good grooming and healthy eating habits. There has been a change in attitudes and attendance of children participating. They have enjoyed the program and improved in coordination and sports skills. It has been mentioned that because of the distance travelled and the time, this program is open only to 5th and 6th grade children. We would like to see it arranged so that the program will be available to 3d and 4th grade students. If additional Title I Funds were provided to place gang shower stalls in these elementary schools, these children would not have to travel to the nearest junior high school for a complete program.

E. *Cultural enrichment*

This project provides admission to cultural activities and transportation to events otherwise unobtainable. It is very effective. However, more money is needed to include more varied activities other than field trips and admissions, such as:

1. Skill programs for boys and girls.
2. Saturday Math. Clinics.

The following are programs I would like to see in existence in the Title I Schools:

1. Summer Camping for children to provide a time away from the city and an experience in outdoor living.
2. A language Arts Program that would extend into the upper grades carrying all the principles and practices being carried in the primary grades.
3. Care of Music Program.
4. Additional in-service training of teachers involved in Title I Programs.
5. Additional facilities for special teachers to provide adequate space for their operation. I would suggest the purchasing of mobile units for this purpose.
6. A resident psychologist.
7. Advance Program for Reading.
8. Mind teacher pro-rated according to student needs rather than number which she can handle.
9. Career oriented program that would expose the children to many work opportunities open to them in the future and also develop an awareness for the training necessary for successfully competing in the difficult fields.

Chairman PERKIN. Mrs. Jeanette Reed, assistant principal, Stuart Junior High School, come around. Identify yourself for the record.

STATEMENT OF JEANETTE REED, ASSISTANT PRINCIPAL, STUART JUNIOR HIGH SCHOOL, WASHINGTON, D.C.

Mrs. REED. My name is Jeanette Reed. I am an assistant principal at Stuart Junior High School.

Mr. Chairman, the title I program at Stuart Junior High School is twofold. One part involves the personnel and the other involves the educational program.

The program which involves people includes teacher aides and pupil personnel workers and aides.

The teachers, particularly the new teachers, find teacher aides of invaluable service in helping them in giving individual aid and assistance to students who are having difficulty with assignments. Aides are assigned to departments, English and mathematics, and then reassigned to help certain teachers at specified periods during the day.

Along with reemphazing the class assignments, they help to mark papers, help with routine clerical work, and assist with duty assignments. A conscientous aide really makes the teacher's day a more profitable one in terms of serving the students.

Pupil personnel workers are a supportive service to the program. Their concern is with tying in the home, school, and community. They are interested in getting the student to school, attendance; getting the student to class, adjustment; and getting the student to see the values of an education, which is the purpose of the school.

They are not tied down to a building schedule and they have time to visit the homes, and to arrange conferences at the school for parents, counselors, teachers, and administrators.

The educational programs are the reading incentive seminars, the mathematics clinic, the cultural enrichment program, and the experimental staffing patterns.

In the reading incentive seminars funds are used to buy materials to enrich subject matter. These include periodicals, paperbacks, educational materials, filmstrips, records, instructional equipment, movie projectors, record players, filmstrip projectors, and typewriters.

Many of the children have never received a teen magazine and hungrily await the arrival of them. The stories and experiences are relevant, stimulating, and varied. Also, paperbacks are being revised and abridged so that many classes are now presented on lower levels of reading, thereby increasing the child's knowledge, exposure to good literature, and desire to read. The teacher is also provided with a wider selection of activities which reflect what is happening now.

Cultural enrichment: Funds are used to provide culturally enriching experiences. Students saw the "Unfinished Song" at Howard University, and "Cherry Orchard" at the Arena Stage. They saw emotions displayed on the stage for the first time which embarassed them, but later discussions of them in class made them realize that these situations were relevant and were happening in the world today.

Students have visited garment factories in New York, J. C. Penney's. They have seen students in a vocational school making furcoats. Boys have visited the General Motors plant outside of Baltimore and have seen cars come off the assembly line. Students have taken tours of the Federal Mall, the museums, and the galleries in the area. Students have also been to Gettysburg.

The French teacher took her class to a French play. They went to the Lisner Auditorium to a program of African fables and stories.

The trips have been educationally enjoyable, and have raised the children's sights. They have written about, discussed, and drawn lovely pictures describing their experiences.

The mathematics clinic: The mathematics clinic is an after-school activity for those students who are interested in or are having difficulty in mathematics. Every effort is made to bring in challenging materials, to use innovative approaches, and to let the children help keep recordsof their individual progress.

The class ranges in ability from those students with a keen interest in mathematics to those who need help with their home assignments, and those with major difficulties in basic computations.

Diagnostic and remedial services. Reading clinician, speech therapist, sight conservationist. Students are referred to the reading specialist by teachers and the pupil personnel workers. Their problems are diagnosed, and where feasible small group instruction is given.

Regular classroom teachers are given suggestions for helping them. They are informed of their students' difficulties and given suggestions for helping them.

Regular classroom teachers are given suggestions for helping students with specific difficulties and problems which come under these specialists' areas.

Experimental staffing pattern: The staff development program has been concerned with involving the entire staff in individualizing students' programs and in making teaching procedures relevant and innovative.

The group this year has gotten special permission from the superintendent's office to have monthly meetings of 1 hour, in the morning. At these meetings there have been films, discussions, lectures, records and reports from small group discussions. There have been many small group meetings in which parents have been involved.

Next year the group plans to delve more into the area of interpersonnel relations and to have more parental involvement.

Effectiveness of the title I programs: These programs have been extremely effective at Stuart. Students have been encouraged to verbalize, to keep diaries, to write their impressions of their experiences. They are becoming better citizens because they are learning to appreciate the community's beauty and its resources. They will not want to see them destroyed. They will want to see them enhanced and kept up, hopefully.

Many of the benefits which students derive are intangible, and cannot be measured per se, but one sees growth in the students. The youth serving youth program is an example of this. Students are paid to tutor elementary students in the evening. This enables them to make money, but it also increases their own self-image which is passed on to the little children.

Additional resources and uses: The funds for the title I program should be expanded. The biggest factor which hurts the program is the difficulty of measuring pupil growth as a result of having been in the program.

If additional money is given or if the money remains the same, the areas which would have the highest priority are direct services and teacher development.

Reading: Improve the caliber of the inservice reading courses. These professionals in charge of setting up the programs must see that it is resource orientated rather than put together with a series of lectures.

Teacher development: Diagnose student difficulties and provide remedial help. Retrain English teachers to teach reading and/or provide inservice training to improve the reading in their subject areas.

Reading incentive: Money should be provided for students to have periodicals, paperbacks, educational materials, and structure trips which will encourage them to express themselves and it would coordinate with the reading program.

Cultural enrichment: In this area all teachers in the building are given an opportunity to expose students to cultural, social, and ethnic backgrounds of the community and geographical area.

Staff development program: The staff could develop or work on areas of interest in the school's program which are of common concern to the greatest number of persons. The program would be optional.

The mathematics clinic: The clinic is not less important, but phases of it could be incorporated with the reading program, the assumption being that students who cannot read cannot do certain types of mathematical problems.

Thank you.

Chairman PERKINS. Mrs. Reed, let me thank you for your statement. I personally appreciate the way that you set forth the priorities. I would hate to see the day arrive when title I funds would be cut. The real drawback has been that we have not been able to get enough funding. I am most hopeful that the Appropriations Committee will see to it that more funds are available to you this year than you have previously received for the various programs that you enumerated.

I think you have assigned priorities to reading, teaching, and the mathematics clinic. How long have you been in the school system? Several years, I presume, haven't you?

Mrs. REED. Yes.

Chairman PERKINS. From your experience as a teacher, where would you be without title I funds?

Mrs. REED. I didn't hear you. You asked me how long had I been in the system, and I said several years.

Chairman PERKINS. From your experience as a teacher, if title I funds were not available in your school, where would you be in trying to carry on your efforts to teach the youngsters? Where you need special treatment and special programs, would you be handicapped? Could you get along without title I funds? Would your students accomplish or achieve like they are now achieving without title I funds?

Mrs. REED. Well, I have worked in schools where they didn't have title I funds, and I have found that this year has been a very interesting and rewarding experience, to have the title I funds.

For example, the English department, we had $2,000 for paperbacks, and this meant that the daily news service, we had a place where we could go and look at the materials, and we didn't have to go through a lot of redtape to order magazines and periodicals for the children. We could go and look over the magazines, look over the periodicals and whatever we wanted to buy, we could order. We could buy them on the spot and bring them back to the schools, and cut out a lot of redtape.

In fact, I have some samples of the types of materials that we got. They are for children who don't read well. Like this one on atomic energy. It is a paperback, and it is only 59 cents. But it even has Einstein's principle of relativity in it. I think it says "$E=MC^2$." It explains about matter and how it can be changed.

These are the types of things we have been able to do with the title I funds. I think the teachers have enjoyed it, it has been very rewarding. Heretofore many of us have taken money out of our own pockets and bought one of two of these magazines. Now we can get 35 or 40, one for everybody in the class.

Chairman PERKINS. Let me thank you for a good statement. I do hope that the Congress will make funds available to improve your schools. Thank you.

The next witness is Mrs. Louise Johnson, supervising director, title I pupil personnel services. Come around, Mrs. Johnson.

Go ahead, Mrs. Johnson. I am delighted to welcome you here. I am most anxious to hear about your services.

STATEMENT OF LOUISE JOHNSON, SUPERVISING DIRECTOR, TITLE I PUPIL PERSONNEL SERVICES; ACCOMPANIED BY MRS. MILDRED STUART AND PETE WEAVER

Mrs. JOHNSON. I want to thank you and the committee for this opportunity. Frankly, I think you already have a copy of the message that we had. Am I correct? The Department of Pupil Personnel Services, "Scope of Pupil Personnel Title I Project: 'Identification and Prevention of Potential Dropouts.'"

This conference has given me an awful lot of pleasure. It seems as if everyone coming before your committee has talked about the services of pupil personnel. Of course, this is a very gratifying thing to us, because actually it is a new program and we have worked quite hard to make it go. But I think to make the record straight, I would like to give you some background facts.

We were involved in writing this program and we were very, very happy to have this privilege. We had worked previously as a counselor in the public schools and we never felt we got to the heart of the problem. So when title I came through, we knew that this was a chance for a change and we grabbed it. We like the program particularly because we go for the concept that mobility comes through education.

In the past 4 years we have been able to see this, not only with staff, but with the parents and with the pupils in our programs. And every year we have tried to add something new, and this is the reason you see these two people with us.

For instance, there is Mrs. Stuart, one of the parents who has gone through the whole thing with us. I have copies of the letters that I am going to make sure you get, because the parents did come, about 25 of them, but they could not come back. But I will make sure you get their letters.

This is Mr. Weaver, who had a brainchild that really has made us very happy, so this is the reason he is here.

Now, the pupil personnel title I program is one division in the Department of Pupil Personnel Services. This Department has guidance and attendance and all of the rest of the services for children all over the city. But we in title I are concerned with the children who have been identified by principals, counselors, and teachers in the target zone.

If you will look at the paper I think we have approximately 12,000 which is really one-half of the total population in this particular area of the city.

We have organized our workers into teams. We have psychiatric workers, we have clinical psychologists, we have a new kind of position of pupil personnel worker. They are not counselors, they are not social workers, but they are adults who are concerned with the education of children and they want to do something in the schools. These are people who have had past experiences in Boy Scouts, Girl Scouts, and we were able to write, with the help of the union, a new kind of job.

We have 63 of those people on the staff. We have a pupil personnel aide who is a community person. These people came from the communities. A large number of them came from the communities around the schools. And here we have a welcome material. They are retired police, people from homemaking services, and from food services.

So, you see, when we build our teams, we have all kinds of people working together for the benefit of children.

To bring us closer to the children, last year we were divided into different areas. There is one group concerned with the Dunbar schools. That is, the elementary, the junior high schools, with Dunbar at the top. This was done to give continuity of services.

For instance, if we pick up a child at Logan School, we would suspect the next school he is going into would be Stuary and leave there and go to Dunbar. With this sort of arrangement, we can follow him all the way through school.

We are also concerned with the Cardozo schools. So, you see, there are really two centers. There is center 5 and center 6. I am hopeful I am not confusing you. You looked puzzled. You may stop me if you want to ask questions about this.

We have put these teams of workers in the schools, because this is where the children are. We have attempted, as principals have indicated here, to work closely with them because they know who they are and what their needs are, what their ceilings are, and this constant communication is going back and forth.

So, whatever we do to help these children remain in school, really is the concern of everybody in the school. The kinds of services that we deliver, I have listed on a page.

Chairman **Perkins**. Without objection, your complete statement and the analysis will be inserted in the record.

(The statement referred to follows:)

Statement of Louise G. Johnson, Supervising Director, Title I Pupil Personnel Services

Scope of Pupil Personnel Title I Project: "Identification and Prevention of Potential Drop-outs"

Through the use federal funds received from ESEA TITLE I, the project "Identification and Prevention of Potential Drop-Out" was organized by the Department Pupil Personnel of the public schools of the District of Columbia to minimize the causes of school failures that tend to lead to early school leaving. These students live in the Dunbar-Cardozo area where there is the highest concentration of families with incomes below $3000.00 per year. These students are enrolled in two (2) senior high schools, four (4) junior high schools, twenty-three (23) elementary schools, and five (5) non-public schools. Eleven thousand eight hundred and sixty-eight students (11,868) from a total of approximately twenty thousand have been identified by teachers, counselors and teachers as being the most seriously educationally disadvantaged through the use of screening forms containing those factors associated with early school leaving. These factors are (1) irregular school attendance, (2) retardation in reading and mathematics, (3) Health problems, (5) emotional behavior problems, (6) economic problems, class failures.

To attack these problems that effect educational growth and development, the staff of Pupil Personnel Title I is assigned to the target area schools. The staff which consists of Pupil Personnel workers, Pupil Personnel Aides, Clinical, Psychologist, and Psychiatric Social workers is organized into inter-disciplinary teams whose size is determined by the needs of the identified students. For instance a school with all identified caseload of 500 hundred students would have a team composed of two Pupil Personnel Workers, two Pupil Personnel Aides five days a week with a Clinical Psychologists or Social Worker assigned 2½ days a week to serve this population.

WHAT DO THE PUPIL PERSONNEL TITLE I TEAM DO

The personnel of the Pupil Personnel Title I Teams focus their attention and direct all activities to the needs of identified students to insure effective concentration of all efforts and all available resources on these needs. Members of the teams confer constantly with principals, teachers, counselors, and parents to locate specific problems of individual students. These problems are assailed in a cooperative, supportive manner so that these identified students may overcome any physical, psychological, educational, or emotional conditions that would prevent them from benefitting from educational opportunities and remain in school. The type of activity carried on by the team is determined by the indicated need. Activities carried on vary *from* taking a student to get a pair of shoes *to* arranging for family counseling sessions in a community agency, or *to* planning individual conferences in the school setting in order to check daily attendance, *to* visiting homes to meet members of a family to gain deeper insights of conditions and their attitudes towards school and community problems *or* seeking immediate help from community agencies because of family emergencies *to* complete psychological assessments given to students having serious learning or emotional problems. A variety of innovative activities are carried out by Pupil Personnel Title I teams in attempting to meet diverse problems that effect the education of the identified students in this program.

HOW IS THIS PROGRAM COORDINATED WITH OTHER SCHOOL PROBLEMS

Lists of the identified students are maintained in all Title I Schools, at the main office of the Department of Pupil Personnel Services, and the main office of this Ttitle I Project to expedite service. All school personnel are encouraged to refer to these lists whenever referrals or requests for study of individuals are made.

In addition lists of identified students have been made available to the Reading Clinic and Speech and Hearing Clinic in order that these services will be available.

Urban Services another Title I Project sponsors trips, cultural experiences, provides bus transportation, clothing and shoes to identified students.

Dental and medical services are made available in cooperation with school nurses and dental clinics.

In carrying out the "Program of Identification and Prevention of Potential Drop Outs" the staff of Pupil Personnel Title I Teams find it necessary to coordinate their efforts with social service agencies of the entire community in meeting the needs of identified students and their families. Among the agencies most frequently used are Community Settlement Houses, Department of Public Welfare, Boy's Clubs, Catholic Charities, U.S.E.S., Vocational Rehabilitation and Health Welfare Council.

Through close cooperation with counselors, Pupil Personnel Title I Teams are able to make all services of D.C. Public Schools available for identified students.

INDIVIDUAL CASE PROFILES (MADE AND KEPT BY PUPIL PERSONNEL TEAMS TO DETERMINE PROGRESS MADE IN MEETING NEEDS OF STUDENT)

Child's name ....
Identification ....
Category ....
Date of evaluation May, 1969.
Col. I—Identified Need: Use √ when identified by school. Use × when identified by pupil personnel team.
Col. II—Services.
Col. III—Evaluation: + = Better, 0 = Same, — = Worse.

[Pupil personnel team judged themselves most effective in following areas]

Col. I	Col. II	Col. III
Economic need	I	Assist older students and parents to get employment or job training. Free lunches; clothing (rummage sales); obtain furniture; assist parents in getting necessary financial help (DPW, AFDC, emergency aid) and assisting in getting food stamps.
Absenteeism	II	(1) Determine cause (lack of alarm clock; parent leaves before children awaken; problem in school relationships; educational retardation makes for discouragement; health problems; social problems (need to baby sit), etc.; (2) eliminate cause.
Reading retardation	III	Tutoring through youth serving youth; home work centers; arrange remedial reading; home visits to encourage parents; increased motivation through personal attention or group activities.
Emotional and behavior problems	IV	Sustained ongoing relationships both individual and groups. Counsel with and get help of title I child development staff. Home contacts—help parents reduce tensions; conference with teachers; refer to clinics and hospitals.
Health problems	V	Arranging for and accompanying student for dental care, eye examinations and glasses, operations, hospitalization, free school lunches, counsel parents in health needs including nutritional advice and information. Arrange homemakes service.
Arithmetic retardation	VI	Youth serving youth; homework centers; personal attention and help.
Failure in class subjects	VII	All of the above techniques; use of special education and other community resources where necessary.
Speech and language handicap	VIII	Arrange for speech therapy; home visits to identify source of handicap for therapists; individual attention.
School transfers	XI	Discourage unnecessary moves. Prevent evictions by getting financial aid or intervening with family landlords.

COPIES OF LETTERS FROM PARENTS OF IDENTIFIED TITLE I STUDENTS

Date May 13, 1970

School: Mott
Parent: Mrs. Mildred Stewart
Phone: 387-1734
Children: Katya Stewart (5th) Tyris Stuart (1st)
Will attend conference: 9 a.m. 12 a.m.
Place: Cardozo Auditorium

Title I Program at Mott Elementary school located at 4th & W St., N.W. operates very effectively for my children and me. We have received numerous

benefits from the program. Among some of the services received are: dental, hairdressers, charm class, clothing, and tutoring—which have proved to be very beneficial. Her grades have improved tremendously and finally the program was instrumental in getting my daughter into the Adolescent Clinic. Both of my children benefited from the summer program.

My name is Mrs. Daisy Miller. I am a parent of Bundy Elementary School. Title I Program has been quite beneficial to me and my children. My income is limited, so I am happy to say that my child receives free lunch and also breakfast at the school. Through Pupil Personnel Services clothing and shoes have been obtained. My child has been taken to many interesting places on trips, which I could not have afforded.

When I have had a personal family problem, I feel that I can always go to the school and discuss it with the Counselor or the Pupil Personnel Workers there.

My daughter attends an after school tutoring program to help her with her reading and has improved quite a bit. The tutors are paid and come from a Junior High School and the High School in the neighborhood.

I think a Pre-school program would help my younger child, and better summer programs should be available for school-age children.

I have been asked to work with the Youth Serving Youth (tutoring program) at Bundy School in the very near future. This part-time employment will add to the money I get and will enable me to buy a few of the necessary things needed for my child. Many mothers would benefit from part-time employment if jobs in the school were open to them.

Mrs. HELEN T. BUTLER.
3425 Mt. Pleasant St. N.W.
Cardozo Parent Representative

The P. P. Title I Program provides needed services to children in the school on a more personal basis benefiting the educational home and community environment.

The program is very effective for me. It has provided greater awareness of problems facing the child, the school, and the community forming greater patience and understanding of my daughter. For my daughter, a sense of pride and appreciation of my concern and involvement.

This program as in all programs the attending to an obvious need can bring to light a hidden need thus programs of this nature must have some flexibility (not too much).

More office help is needed for paper work. Let P. P. workers become free and able to work more with children. Cut case loads—really try for one to one basis.

Every program should try and provide jobs for students because only through occupation and monetary values can we seen results with our children.

They want to work! Provide them with jobs. Any troubled child can accept responsibility for an afternoon job or Saturday job.

I am Mrs. Carrington. My grandaughter attends Bundy Elementary School. I am an active member of the Bundy Community Council.

Title I Program provides 4 teacher aides, Pupil Personnel Services, Project Read, audio visual equipment, and other services to Bundy School. Through Pupil Personnel Services, children with emotional problems are referred to clinics or schools where their needs are met. Children are taken to cultural activities, and educational field trips are just a few of the services provided.

One of the most needed services needed at Bundy School is a resident nurse to identify health problems and make home visits, as well as work in the school.

Neighborhood clinics are needed, so parents will not have to travel such distances and to such varied buildings for medical services.

Additional teacher aides are desperately needed to help teachers with record keeping and supervising playgrounds and lunchrooms, etc.

The Pupil Personnel Team is now located in the auditorium with no privacy, telephone and with constant disruptions, therefore additional space is needed so they may do a better job, as regards to counseling children and parents.

In-service training for teachers should be provided to teachers to better understand how to cope with the disadvantaged child.

Equipment, such as tape recorders, record players and listening centers should be provided in all Title I schools.

Mrs. **Johnson.** I will tell you what happened to me today while I was waiting to speak. Cardozo is one of my schools. One of my workers came in with a crisis situation. A boy was about to give up school. He is 17 years old. He has an 81-year-old aunt he is living with, and the landlord wanted to put them out today.

I left this auditorium, went to the pupil personnel office in the building. We talked about what we could do today. We called our social worker to come and talk about this with the team. This evening, before I came here, they told me they had found emergency housing for this group.

Chairman **Perkins.** I notice in your statement approximately 11,600 persons are receiving pupil personnel services. How many are there in the District that are not receiving these services that would be receiving the services if you had adequate funding?

Mrs. **Johnson.** Those 60 schools that were dropped 3 years ago.

Chairman **Perkins.** You mean 13 schools in the target area should be but are not now receiving——

Mrs. **Johnson.** No. Originally we were in 95 different schools.

Chairman **Perkins.** Yes; you dropped 60.

Mrs. **Johnson.** That is right.

Chairman **Perkins.** And you are only serving 35 schools.

Mrs. **Johnson.** That is correct.

Chairman **Perkins.** How many students are involved in those 60 schools that you are not now serving that you really should be serving by pupil personnel services?

Mrs. **Johnson.** I can't really give you an accurate figure, because I have been out of it for 2 years.

Chairman **Perkins.** Approximately, in your judgement.

Mrs. **Johnson.** Over 20,000 children. Over 20,000.

Chairman **Perkins.** In other words, you are telling this committee that because of the inadequacies in funding, you are only reaching part of the students in the target area with these special services?

Mrs. **Johnson.** Two years ago the target area was defined as the Dunbar-Cardozo area. We are working in that area. Washington has its pockets of poverty in the Northeast, the Northwest and Southwest. That is where we are not in. This is where these other children are not getting services.

Chairman **Perkins.** Let me thank you for an outstanding statement. You have been very helpful to the members of the committee. I would like to see the day arrive when all children that need these pupil personnel services could receive them.

Mrs. **Johnson.** Thank you. May——

Chairman **Perkins.** Yes, go ahead and make your statement.

Mrs. **Stuart.** I am Mrs. Mildred Stuart from the Mott School area. I have been working as a volunteer with the pupil personnel office. And these are some of the services that I have received through this office that I had been trying to get before they came to the school, and was unable to obtain.

But now that this program is in the school, I am able to get these things and I appreciate it, and there are a lot of other mothers that would have come, but they don't like to talk in public, and I am representing them also. They have received services.

We had several cases of people, apartments, and homes being broke in and clothes damaged. But through the personnel office they received clothing, food and whatnot, and also some of the things that I have received is dental care for my two children. My son is six and my daughter is 12. She is in the fifth grade. My son is in the first grade.

My daughter has also received hairdressing care from two of the schools in the Washington area through the school and she will also attend a charm class. She has had to have clothing sometimes, and through this program we have received clothing for her, and also tutoring. She goes four evenings a week. Without this help, because she is a slow learner, I wouldn't have had this opportunity to be here to talk about this.

They have helped me tremendously, and even though I have written a letter, I would like to say this: There are so many children who would love to stay out of school because they don't have proper clothing, and we know through this program we can get clothes for our children and keep them in school, and I thank you.

Chairman PERKINS. Thank you very much. Do you care to comment further? Either of you? Your statements have been very clear and concise. Does the gentleman want to make a statement?

Mr. WEAVER. I am Pete Weaver, coordinator of the tutoring program. It is a cross-age tutoring program that has employed 200 secondary school children who are themselves——

Chairman PERKINS. Identify yourself for the record.

Mr. WEAVER. Pete Weaver.

Chairman PERKINS. You are coordinator for what?

Mr. WEAVER. For the Youth serving youth project. The project Mrs. Johnson referred to. We are currently employing 200 secondary school children who are themselves within limits underachievers in reading, to offer assistance in the way of tutoring services to 400 elementary school kids in the title I area of the city.

They offer tutoring services for an hour and a half each day, 5 days a week, and 5 hours a day during the summer program. They are paid by the Neighborhood Youth Corps and also now by title I funds. For the services they provide they are paid.

We currently have 61 centers, 46 of these in community locations and all in the title I area.

Any questions?

Chairman PERKINS. Thank you, thank you very much. That was a good statement.

Our next witness is Mrs. Margaret Labat, principal of Garnet-Patterson Junior High School. We had occasion to visit with you the other day, and I am delighted to have the opportunity to welcome you here.

We have a lot of problems out there, and we would like to hear from you concerning them. Tell us how your Federal programs are working and how we can strengthen those programs. If you can give us some information along that line, we would be delighted.

STATEMENT OF MARGARET LABAT, PRINCIPAL, GARNET-PATTERSON JUNIOR HIGH SCHOOL, WASHINGTON, D.C.

Mrs. LABAT. Thank you, Mr. Chairman. Members of the staff, parents, teachers, visitors and students who are here, I am Margaret

Labat principal of the Garnet-Patterson Junior High School, located at 10th and U Streets, NW. It is one of the four junior high schools in the Model School Division of the District of Columbia Public Schools.

We are one of the poorest sections of Washington, D.C. in terms of economic standing. However, we consider ourselves to be rich in terms of the intangibles which cannot be measured by dollar signs.

Specifically, these intangibles are our concern and our love for each other, and our commitment to make this school survive as an educational institution which is dedicated to helping boys and girls learn to respect themselves as human beings and learn to develop the skills which will make it possible for them to function in such a manner as to make a meaningful contribution to society.

Our love is expressed in firmness of discipline, willingness to listen to individual student problems and frustrations, and insistance on teaching students that they must have the right to learn to make their own decisions and must be prepared to accept the consequences of the behavior resulting from those decisions.

In terms of skills development, we recognize that the teacher, with the cooperation of the parent and child, is crucial in this teaching-learning process. We also recognize that people learn those things which they feel a need to learn.

Therefore, the best efforts will result in success only when we have been able to establish such an exciting environment for learning that the school can counteract the many negative influences of the local community.

In our efforts to establish such an environment, we, the staff, the faculty and the parents of Garnet-Patterson, designed programs to be funded by title I, which programs offer assistance to teachers and provide support for students and parents. A bird's eye view of programs in operation at Garnet-Patterson follows.

I will not give the description of each of these programs, simply I will say we do have the teacher aide program and English in every classroom, youth serving youth program, cultural enrichment program, and, again, pupil personnel workers program, evening horizons program, community school program, and free lunch program.

In spite of these programs, we still have students who drop out of school, but we have others whom we know will make it. We have many students who are performing above grade level, but others who are performing below grade level.

We have some students who engage in acts of hostility, but far more who are serious about the business of getting an education. We have some students who are guilty of destruction of property, but far more who are engrossed in taking advantage of all the opportunities available to them.

All of the answers are not known, but we shall continue to do what we know to be successful for the majority of students, while we work diligently to find ways to provide meaningful learning situations for all students.

One assumption which may prove to be valid is, that given the opportunity to provide what is known to be adequate in some parts of the country, we may have more success in providing equal educational opportunities for our 635 students. In the event that additional funds could be made available, we would suggest that they be used in the following ways.

Here I would like to indicate that a supplementary report has been submitted to the committee. We have spelled out 15 categories in which we would use additional funds. I have attempted to give you a breakdown which indicates the amount of money that would be needed for equipment, for conversion, and then a total in each of these categories.

At the bottom of the page where you have been given an approximate cost of implementing recommendations, we have totaled the amount of money that would represent a one-time investment.

I am sorry. Are you with me? I raise the question because I have seen some puzzled expressions.

Chairman PERKINS. Go ahead, you are doing all right.

Mrs. LABAT. And then we have summarized that additional amount of money at the bottom of the page that will be needed in terms of a yearly appropriation. And I went a little further in terms of trying to provide information to you by spelling out specifically the kinds and numbers of materials and equipment that will be needed for each of these categories.

I didn't attempt to put these in priority order, but when I look back, it appears they fall pretty much in that pattern. When we talk about providing a mathematics laboratory for the children, we are talking about giving them the opportunity to learn basic mathematics, giving the teachers an opportunity to have up-to-date equipment to use in teaching children.

When we talk about an English communications laboratory, we are talking about providing the kind of equipment based on what we know to be very current in the field of communications, so that teachers might be able to prepare youngsters to use up-to-date equipment.

The science laboratories have been broken down into biology, physical sciences and general science labs, and we would like the opportunity to have for once an art room in which the youngsters will have the opportunity to demonstrate the kind of creativity which we feel is extremely important for all boys and girls.

The music rooms at our school right now consist of the piano in a room. We would like to have the opportunity to expose our youngsters to a vocal music situation that is really adequate and to an instrumental music setting that is adequate. Right now they are learning instrumental music in the auditorium.

The library, which was recently renovated, is still inadequate, and now in 1970 we would like to think in terms of a combination library and educational resources center, so boys and girls might get the opportunity to go into such a facility, to make a tape of a presentation they want to make in a classroom, to play that tape back, to find out exactly what is happening to them as they progress from one skill to another.

The teachers say they need materials and supplies to work with that. The best training there is in the world doesn't help you to teach people if you don't have anything to teach them with. So I have indicated in this request a desire for additional funds for educational supplies and materials.

We think that every boy and girl should have the opportunity to know what a transparency is. We would like to have every boy and girl make a transparency, which is a combination library and instructional resources center. These types of materials would be available to youngsters and they would be in a position to develop them.

In terms of a lunch program, of our 635 youngsters, we now have approximately 387 youngsters who are on free lunch programs. I have costed out the amount of money it would take to provide a lunch for every child. I certainly feel it is very difficult to separate a few children in the school and say, "We can feed you, because you are a little bit poorer than somebody else, but we can't make the same provision for the other kids."

So because I feel it is so important to the self-image of young people not to be stigmatized in this way, I think one of the best things that could happen is for you to try to help us provide a free lunch program for everybody in the school.

We have felt the need to increase the number of teacher aides, particularly in the English program where we would like to have the opportunity to provide some individualized instruction for boys and girls. These aides could function in many ways as lay leaders. For when we talk about teaching skills, we are not talking about only reading, but reading, writing, speaking, note taking, all of the skills associated with the process of communication, and we do feel with more individual attention, the possibility and the probability is that we will have a greater degree of success with students than we are now having.

I would suggest we expand the Youth to Youth program, based on the assumption that any youngster who has the opportunity to teach somebody else something, must first know how to do it himself, and what better way I ask to get boys and girls to learn their studies than by doing this?

The equipment in the various shop classes, the print shop, the wood shop is no longer the wood shop, it is the wood-plastic shop now, and the mechanical drawing shop is totally obsolete, and it really ought to be converted.

When we talk about getting people exposed to situations that will give them the opportunity for employment, we have got to expose them not only to concepts, but also to the materials and techniques that will make it possible for them to know what it is like when we begin to make the transition from the school to the community.

This, I assume, is pretty much what I wanted to say to the committee this afternoon. I do appeal to each of you to search your hearts and your minds, so intensively, that you feel deeply enough about what is happening to the boys and girls of this school system to stop short of nothing less than committing your full support to making the schools in Washington, D.C., the Nation's Capital, representative of this great country.

Chairman PERKINS. Let me state that your entire statement will be in the record. I like the way you have broken down and itemized the needs of your school.

(The statement referred to follows.)

STATEMENT OF MARGARET LABAT, PRINCIPAL, GARNET-PATTERSON, JUNIOR HIGH SCHOOL, WASHINGTON, D.C.

Mr. Chairman, Members of Congress and Staff, Parents, Teachers, Visitors and Students: Garnet-Patterson Junior High School is located at Ninth and You

Street, N.W. It is one of the four junior high schools in the Model School Division of the District of Columbia Public Schools. We are one of the poorest sections of Washington, D.C. in terms of economic standing, However, we consider ourselves to be rich in terms of the intangibles which can not be measured by $ signs. Specifically, these intangibles are our concern and love for each other, and our commitment to make this school survive as an educational institution which is dedicated to helping boys and girls learn to respect themselves as human beings and learn to develop the skills which will make it possible for them to function in such a manner as to make a meaningful contribution to society.

Our love is expressed in firmness of discipline, willingness to listen to individual student problems and frustrations, and insistence on teaching students that they must have the right to learn to make their own decisions and must be prepared to accept the consequences of the behavior resulting from those decisions.

In terms of skills development, we recognize that the teacher, with the cooperation of the parent and child, is crucial in this teaching-learning process. We also recognize that people learn those things which they feel a need to learn. Therefore, the best efforts will result in success only when we have been able to establish such an exciting environment for learning that the school can counteract the many negative influences of the local community. In our efforts to establish such an environment, we, the staff, the faculty and parents of Garnet-Patterson, designed programs to be funded by Title I, which programs offer assistance to teachers and provide support for students and parents. A bird's eye view of programs in operation at Garnet-Patterson follows:

Teacher Aide Program

We have five full-time and one half-time aides assigned to classrooms to assist teachers in working with students.

English In Every Classroom Program

We receive one additional teacher salary which makes it possible for English teachers to have a period together each week to share ideas concerning pupil activities and pupil programs and progress.

Paperback books, magazines and newspapers are available for enrichment.

Youth Serving Youth Program

Junion high school students tutor elementary school students in Harrison, Garrison, Katie C. Lewis, Mott and Grimke Elementary schools.

Cultural Enrichment Program

Students have the opportunity to take fields trips to broaden their experiences so they can function better in the classroom.

Pupil Personnel Workers Program

Three workers, to aides and a part-time psychologist work with families in helping to provide necessities for children to get to school. They assist with attendance and social adjustment problems.

Widening Horizons Program

Two groups of students get bi-weekly trips to provide for socio-economic deficiencies which hamper equal education opportunities.

Community School Program

Provisions for keeping the building open for activities for people of all ages in an attempt to help them relate to the tremendous need for education.

Lunch Program

Free lunches provided for 387 of the 635 students. In spite of these programs, we still have students who drop out of school, but we have others whom we know will make it. We have many students who are performing above grade level, but others who are performing below grade level. We have some students who engage in acts of hostility, but far more who are serious about the business of getting an education. We have some students who are guilty of destruction of property, but far more who are engrossed in taking advantage of all the opportunities available to them.

All of the answers are not known, but we shall continue to do what we know to be successful for the majority of students, while we work diligently to find ways to provide meaningful learning situations for all students. One assumption which may prove to be valid is, that given the opportunity to provide what is known to be adequate in some parts of the country, we may have more success in providing equal educational opportunities for our 635 students. In the event that additional funds could be made available, we would suggest that they be used in the following ways:

1. Provide a Mathematics laboratory
2. Provide an English Communications laboratory
3. To provide Science laboratories.
4. To provide an Art room
5. To provide Music rooms
6. To modernize both the girls' and boys' gyms.
7. To expand library facilities and establish an educational resources center.
8. To provide enough educational supplies and materials to help compensate for pupil deprivation.
9. To provide free lunch for all students. We are in a poverty pocket.
10. Expand the Work-Scholarship Program for students.
11. Increase the number of teacher aides to serve as lay readers in English.
12. Expand the Youth-Serving-Youth Program.
13. Update the equipment in the sewing room, the print shop, the wood shop and the mechanical drawing shop.
14. Provide parking spaces for faculty.
15. Improve recreational space and facilities.

I appeal to each of you to search your hearts and your minds so intensively that you feel deeply enough about what is happening to the boys and girls of this school system to stop short of nothing less than committing your full support to making the schools in Washington, D.C., the nation's capital, representative of this great country.

GARNET-PATTERSON JUNIOR HIGH SCHOOL APPROXIMATE COST OF IMPLEMENTING RECOMMENDATION

	Equipment	Conversion	Other	Total
1. Math lab	$3,100	$10,000		$13,100
2. English comm. lab	12,000	26,400		38,400
3. Science labs:				
Biology	4,400			4,400
Physical science	4,400			4,400
General science	4,400			4,400
General science	4,400			4 400
4. Art room	4,400	21,000		25,400
5. Music rooms:				
Vocal	4,600	20,000		24,600
Instrumental	14,300	20,000		34,300
6. Boys' gym	3,500	25,000		28,500
Girls' gym	3,500	25,000		28,500
7. Educational resources center	5,400			5,400
8. Educational supplies			$4,200	4,200
9. Free lunch ($116 per child, 180 days, 225 children)			25,110	25,110
10. Work scholarship (20 scholarships at 640)			12,800	12,800
11. Teacher aides (6 at 5,000)			30,000	30,000
11. Teacher aides (6 at 5,000)			30.000	30,000
12. Youth serving youth (20 at 640)			12,800	12,800
13. Shops:				
Sewing (clothing)	6,500			6,500
Printshop—graphic	8,400			8,400
Woodshop (wood, plastic)	10,100			10,100
Mechanical drawing	5,700			5,700
Total	94,700	147,400	84,910	327,010
Items 1 through 7 and 13 represent a 1-time investment				242,100
Items 8, 9, 10 and 12 represent a yearly appropriation				84,910
Total				327,010

MUSIC ROOM (ORCHESTRA)

2 Tables, Office, 50″, walnut
1 Piano and Stool
60 Pupils Chairs, 17″
60 Music Stands
1 Record Player
1 Radio, Table Model
1 Desk, S.P., Walnut
1 Teachers Chair
1 Wastebasket, Gray
3 Library Chairs
3 Carrels
2 File Cabinets, legal size
2 File Cabinets, letter size
8 Violins, full size
16 Violins, ¾ size
6 Violi, ¾ size
3 Cellos
2 Cellos, Bass
1 String, Bass
4 Flutes
4 Clarinets, Bb
4 Trumpets
3 Trombones, tenor
1 Sax, Alto Eb
1 Cymbol, 12″
1 Drum, Bass
1 Drum, Snare
1 Baritone Horn
Total cost, $14,300.

BOYS GYM

2 Fire Extinguishers, water pressure
1 Pr. Combination Posts
2 Center Posts for above
4 Climbing Ropes
1 Hoist for Climbing Rope
1 Upright Mat Truck
1 Horizontal Bar, semi-guyed
1 Buck, adj.
1 Parallel Bar
4 Tennis Tables
6 Mats, 5x10
5 Mats, 5x24
1 Safety Belt for Tumbling
1 Trampoline
1 Beatboard
1 Record Player w/speaker and microphone
Total cost, $3,500.

GIRLS GYM

2 Fire Extinguishers, water pressure
1 Pr. Combination Posts
2 Center Posts for above
1 Upright Mat Truck
1 Horizontal Bar, semi-guyed
2 Sections of Stall Bars
2 Stall Bar Benches
4 Tennis Tables
6 Mats, 5 x 7
1 Record Player w/speaker and microphone
1 Safety Belt for Tumbling
4 Climbing Ropes
1 Hoist for Climbing Rope
Total cost, $3,500.

INSTRUCTIONAL RESOURCES CENTER

1 Head Listening Center Set
1 Puppet Stage
1 Bulletin Typewriter
2 Filmstrip Cabinets
15 Library Chairs, walnut
1 File Cabinet, 5-dr., legal size
1 Teachers Chair, walnut
1 Teachers Desk, s.p., walnut
1 Table, formica top
5 Chairs, Low Back, 18″
1 Drafting File, D–103A
2 Step Stools
1 16mm Projector
1 Charging Desk Chair
1 Book Truck
1 Manual Typewriter
2 Typing Tables, non-adj., walnut
1 Small Book Display
2 Dictionary Stands
2 Drafting Stools
38 Chairs, Library, 16″
10 Chairs, Library, 14″
1 Sloping Top Table and 2 Benches
1 Round Table, 29″ high
2 Round Tables, 24″ high
7 Rectangular Tables, 29″
1 Card Catalog
1 Charging Desk
8 Study Carrels
Carpeting
Total cost, $5,400.

GENERAL SCIENCE ROOM

1 Overhead Projector
1 Work Counter, F–198
2 Library Chairs
1 Wastebasket, Gray
35 Student Chairs, 17″
35 Student Desks, 29″
1 Desk, S.P., Walnut
1 Teacher's Chair
1 File Cabinet, 2-dr., letter size
2 Tables, Office, 50″
1 Work Table, Science, F–195
1 Pencil Sharpener
1 Fire Extinguisher, water pressure
1 Fire Extinguisher, dry chemical
1 Flag, Classroom
1 Projector Stand
1 Kit, Slide Producing
1 Camera, Polaroid
1 Display Case, F–184
Total cost, $4,400.

WOODWORKING (PLASTICS)

1 Teacher's Desk, Walnut
1 Teacher's Chair, Walnut
1 Teacher's Locker
1 Bookcase, 2-section, gray
1 File Cabinet, 2-dr., letter size
2 Storage Cabinets, Patterson GS–84
2 Tool Storage Cabinets, Patterson TL84W
4 Glue and Finishing Benches
4 Woodworking Benches
1 Demonstration Table
1 Planning Center
1 Chair for Planning Center
4 Drawing Tables
4 Stools, adj., 24–32″
1 Bandsaw, J-Line
1 Scroll Saw, J-Line
1 Circular Saw, 10″
1 Belt and Disc Sander, J-Line
1 Wood Turning Lathe
2 Vises, Machinist, 4″
1 Drill Press, Delta
1 Tool Grinder, 10″ floor model
1 Buffer, Craftool 400
1 Lumber Rack
2 Portable Shop Vacuum
1 Injection Molding Kit w/machine
1 High Temperature Oven
1 Plastic Welding Kit
1 Hydraulic Lab. Press
1 Plastic Vacuum Forming Machine
1 Jointer, J-Line, 6″
1 Drill, Portable
1 Orbital Sander
1 Polishing Unit and Dust Collector
1 Plastics Bench
1 Plastic Strip Heater
1 Fire Ext., dry chemical
1 Flag, Classroom
Total cost, $10,100.

PRINT SHOP

1 Fire Extinguisher, dry chemical
1 Craftool Printmaker
4 Type Cabinets w/lead and slug racks
1 Imposing Table and Cabinet
1 Proof Press
1 Paper Cutter, 26½¼, floor model
3 Glue & Finishing Benches
1 Stapler, foot power
1 Desk, S.P., walnut
1 Teachers Chair
1 File Cabinet, 2-dr., letter size
1 Tableting Device
1 Lead and Rule Cutter
1 Mitering Machine
1 Wastebasket, Gray
1 Pencil Sharpener
1 Flag, Classroom
1 Light Table
1 Platemaker
1 Phototype Unit
1 Enlarger, 4x5
1 Rubber Plate Machine
1 Bookbinding Bench
1 Chair Cart
1 Key Cabinet
24 Folding Tablet Arm Chairs
1 Planning Unit
1 Cabinet Bench
2 Stools, 30″
2 Drawing Tables, D–100A
1 35mm Camera and Accessories
1 4x5 Camera and Accessories
1 Offset Duplicator, Model 350 A.B. Dick
1 Enlarger Lens
Total cost, $8,400.

MECHANICAL DRAWING ROOM

1 Fire Extinguisher, water pressure
1 Blue Print Machine, 27″
30 Drawing Tables, D–100
33 Drafting Stools
2 Tote Drawer Cabinets, D–111
1 Drafting File Cabinet, D–103
1 File Cabinet, 2-dr., letter size
1 Teacher's Chair
1 Teacher's Drawing Table
1 Teacher's Desk, S.P., Walnut
1 Wastebasket, Gray
1 Pencil Sharpener
1 Flag, Classroom
1 Drafting Machine
1 Display Cabinet
1 Storage Cabinet
1 Overhead Projector
1 Paper Cutter
1 Instructor's Stool
2 Bookcases, 2-section, gray
1 Planning Table, No. PL2M
10 Drafting Machines, 16″
1 Tracing Table
Total cost, $5,700.

MUSIC ROOM (CHORAL).

2 Tables, Office, 50″, walnut
36 Chairs, Folding
1 Piano and Stool
3 Library Chairs
1 Teacher's Chair
1 Desk, S.P., Walnut
1 Record Player
1 Radio, Table Model
1 Wastebasket, Gray
2 File Cabinets, letter size
1 Pencil Sharpener
1 Flag, Classroom
2 File Cabinets, legal size
3 Carrels
1 Tone Educator Bell
1 Tape Recorder
Total cost, $4,600.

ART ROOM

2 File Cabinets, letter size, 5-dr.
1 Bookcase, 3-section, gray
1 Storage Case, zinc lined
36 Pupils Chairs, 17"
1 Teacher's Chair
1 Desk, S.P., Walnut
1 Base Cabinet, H–237
1 Art File
1 Kiln w/kiln guard
2 Glue & Finishing Benches, F–185
36 Art Tables
1 Galvanized can, 32 gal., with cover
1 Pencil Sharpener
1 Fire Extinguisher, water pressure
1 Flag, Classroom
36 Stools, 24" high
1 Wastebasket, Gray
1 File Cabinet, 5-dr., legal size
1 Storage Cabinet, 18x36x78"
Total cost, $4,400.

ENGLISH COMMUNICATIONS LAB.

12 Booth Chairs
1 Closed Circuit TV
2 Caster Tables
15 Student Desks
15 Student Chairs
1 Newspaper Rack
13 Controlled Readers
15 Flash X Tachistoscopes
1 Tach X Tachistoscope
1 Bulletin Typewriter
1 Library Card Catalog, LB–103
1 Atlas Stand, LB–104
1 16mm Movie Camera
1 Lectern
1 Record Player
1 Opaque Projector
1 Overhead Projector
2 E.D.L. Listening Stations
1 16mm Projector
1 Filmstrip Projector
Typewriters (as needed)
1 Viewfax
1 Mimeograph Machine
3 5-dr. File Cabinets, color files
20 Library Chairs
4 Library Tables
1 Television Set
1 Phonograph Record Cabinet
1 Display Cabinet
1 Tape Recorder
1 Filmstrip & Slide Projector
2 S.P. Desks
2 Teachers Chairs
Total cost, $12,000.

MATHEMATICS LABORATORY

1 Calculator, Friden STW–10
1 File Cabinet, 2-dr., letter size
1 Proj. Screen, 50x50, hanging case
1 Filmstrip & Slide Projector
1 Record Player
1 Tape Recorder
2 Typing Tables, non-adj., walnut
1 Table, Office, 50", walnut
1 Overhead Projector
36 Mathematics Desks
36 Pupils Chairs, 17"
1 Desk, S.P., Walnut
1 Teacher's Chair, Walnut
1 Wastebasket, Gray
2 Library Chairs, Walnut
1 Pencil Sharpener
1 Flag, Classroom
1 Projector Table, high
Total cost, $3,100.

CLOTHING LAB.

1 Fitting Stand
1 Triple Mirror
12 Sewing Machines
1 Tote Drawer Case, H–281
2 Wardrobe Cabinets
2 Tote Drawer Cabinets, H–212
1 General Storage Cabinet, H–214
8 General Purpose Tables, H–226
24 Pupils Chairs, 17"
1 Bookcase, 2-section, gray
1 Desk, S.P., Walnut
1 Teachers Chair
1 Wastebasket, Gray
1 Pencil Sharpener
2 Fire Extinguishers, water pressure
1 Utility Table
1 Flag, Classroom
Total cost, $6,500.

Chairman PERKINS. Now, if I read your statement correctly, the cost of carrying out your recommendations is approximately $327,000; is that correct?

Mrs. LABAT. That is correct, sir.

Chairman PERKINS. And you have set out what comprises that cost—your math lab, you English lab, your science labs, including biology, physical science and general science, art room, the gymnasium, the educational resource center, and so forth.

Now, do you have adequate funds to serve all of those children in your school, Garnet-Patterson Junior High School, free school lunches?

Mrs. Labat. No, sir; I do not.

Chairman Perkins. If the Federal Government made available more school lunch money, either through title I or through a direct appropriation, could you serve more free school lunches in your school?

Mrs. Labat. 225 more per day.

Chairman Perkins. 225 more per day?

Mrs. Labat. Yes.

Chairman Perkins. I have a feeling that somewhere along the line we are going to make that money available. I heard the President of the United States say today that he wanted to see every school child in the Nation receiving a free or reduced price lunch by Thanksgiving. I told him we may need to come up with a little more money from somewhere, and I am quite certain we must come up with this money. But we will get a little more evidence on that here next Monday.

Your statement concerning the needs of Garnet-Patterson has been most helpful to the committee. Thank you.

Mrs. Labat. Thank you.

Chairman Perkins. I hope I have the opportunity to visit you again sometime in the future.

Mrs. Labat. Your name is in our guest book, and once you have been to Garnet, you never get away.

Chairman Perkins. Thank you.

Our next witness is Mr. Herbert Boyd, principal, Logan Elementary School. It is a pleasure to welcome you here. I had the occasion to meet you several days ago, and I notice you were honored last night. I certainly want to pay you my compliments and wish you well. We will be delighted to hear from you at this time.

STATEMENT OF GERBERT A. BOYD, PRINCIPAL, JOHN A. LOGAN COMMUNITY SCHOOL; ACCOMPANIED BY CARL DOCKERY, JR.

Mr. Boyd. I am Herbert A. Boyd, principal of the John A. Logan Community School which is located in one of our lowest socio-economic areas.

I have listed the title I programs in our school. I shall not take the time to describe each one. I am hopeful that I will have time to permit Mr. Dockery to speak.

All around you you see evidence of the effectiveness of the title I programs that operate——

Chairman Perkins. Let me state that the National Congress of Parents and Teachers evidently thought you are doing an outstanding job when they offered you a lifetime membership in their organization. I have personally observed the great job that you are doing.

Mr. Boyd. Thank you, sir. Incidentally, the principal speaker was from the State of Kentucky last night, Mr. Hewitt, from Frankfort.

Congressman, evidence is all around you on the effectiveness of title I programs. At no time shall I claim that the job is being done adequately, because we, just like the other schools, need——

Congressman Perkins. That is what we want you to tell us about, Mr. Boyd. We have so many people that tell us we are not getting any results from title I. You, as a principal, are observing the children every day taking these special courses, and the special training. You are in a position to know whether we are getting results, how we can improve the program, and what needs to be done.

Give us your observations along that line.

Mr. BOYD. I categorically state, sir, that title I programs have been most significantly beneficial to the life of the John A. Logan School. I am sure much of the success of this school has been due to the very fine programs provided our school under title I.

Now, the Logan School is noted as a school which has begun to meet the needs of the entire community, and we have made a headstart in putting the community together by developing a well-integrated, individual, whose self-image has improved greatly.

What we have done in part is due to the effective operation of title I programs. We are an orderly school where disruptions and hostilities are little in evidence and I am not afraid to say it. We are innovative. We have gotten the people in, interested, involved and informed.

Logan is a school filled with children whose home lives are uninspired, whose parents can offer little help and whose expectations are dramatically limited. We—and I say with the help of title I funds—are changing all of this as much as we can.

Our school is one of the many, many good schools in our city. It is good because we have taken the raw products—what we have to work with—and moved the school toward excellence. We have become renowned, not only in our city, but also in States nearby. Just today, two principals from Rochester, N.Y., are visiting Logan to find out how we have reduced hostility in our community.

I am disturbed when I hear people refer to our schools as bad because they are not reading on the national norm. I am disturbed because I feel that the judgment of whether a school is good or bad must be based on what is being done, on how far a school has taken the raw products it has received, and whether it has utilized fully the resources that are available.

Logan Community School is a school full of hope for a brighter tomorrow because of the kind of help we are now getting through programs such as title I.

Part and parcel in the attainment of our success in moving our school to greater heights have been title I programs. We do not know what we would do if these programs were ended or drastically curtailed. Title I programs have helped us form a partnership with the community.

I didn't know what to do when I was not getting along with a parent. I dispatched one of the pupil personnel workers to the parent's home and told him to tell it like it was about me and the school.

When I walked down the street the next day the parent smiled at me. I assumed the pupil personnel person had done his job.

Logan Community School is moving from detachment to a process of total involvement as we concentrate these programs. Title I programs facilitate implementation of school and community goals, those designed by and with community residents, children, and teachers to meet the needs through adulthood. This can be seen specifically through a closer examination of three major areas of concentration: Academic development, personal development, and provision for economic and health needs.

As these charts will attest, we are in one of the lowest economic areas in the city.

In grade 4, it is significant to note that for the past 2 years Logan Community School was not one of the schools to show a downward trend in reading. There was a decided upward trend in reading, our school moving from the 30th to the 40th percentile. Small, but sure. In grade 6, we moved from the 38th percentile to the 63d percentile.

In mathematics, our sixth grades moved from the 24th to the 33d median percentile. Small, it is true, but decided uptrend.

Another facet of academic development can be seen through a slight increase in overall attendance, thanks to some of the very fine work of our pupil personnel team.

Involvement in cultural activities made possible through title I funds resulted in the participation of all the students in one or more field trips to places of interest in and out of the city. Cultural enrichment programs brought to the school have added a new dimension.

Just what have title I programs done for Logan School? Let me quote from a letter sent to Logan by an interested citizen. I won't read it all.

> DEAR MR. BOYD: The Capitol Hill Southeast Citizens Association desires to congratulate you upon the recent item in the Post dated October 19, 1969. So much is being printed against the schools that are in bad condition.
>
> Therefore, to read in the newspaper that you as principal are making an effort to help the children and to teach them self control and friendliness and insist that they try to learn what they should be learning is a deep credit to you and the staff, and certainly is a relief to the citizens who pay the heavy tax bills.
>
> To read that your school is trying to encourage positive action is cause for congratulations to you and your school. Please congratulate the children on their behavior.

I attest much of this to the staffing provided under the title I program.

There are other letters that I won't take the time to read.

The youth-serving-youth program has been one of those programs bringing a great deal of help to the children, not only who go to Logan School, but the surrounding junior high schools.

Now, the summary of the attainments at the school are as follows:

1. Vandalism has been decreased.
2. School facilities are widely used by community organizations.
3. Employment has resulted from job training skills programs provided by title I money under "Urban service." Pupil personnel work, the people are in the schools sometimes late at night to help with people's problems. I think at Logan we can testify at least 80 people in the community have received on-the-job training or are now again fully employed.
4. Interagency cooperation has increased.
5. School attendance has increased slightly.
6. School and home communication has improved.
7. School achievement shows an upward trend.

Gentlemen, I realize that title I is the largest educational program in the history of our country. As a principal, I have asked myself over and over again, "Are we at Logan doing all we can to justify your faith in providing this large amount of money?"

To this question, I say over and over again, "Yes." We have done with what we have a pretty good job. There is a direct relationship between the achievement of our school and title I funds.

Title I programs are providing one of the finest insurance policies for our urban children. They have been significantly beneficial. To this I testify. I would like to say in our movement toward better things, that if the following additional programs were added, it would greatly enhance our efforts to move toward a greater tomorrow for our children.

Congressman, I don't have the figures. I have been very busy working with the national congress this week, but I will have in your hands proposals outlining the exact amount of money and needs for Logan.

Now, the Cottage Nursery School, this is one program I am asking to be funded completely. It would cost about $96,000. I think you have the budget. The Cottage Nursery School, which I think if implemented would provide for our schools one of the very fine programs, is designed to bring education to our community residents from early childhood until, say, later on in life.

Chairman **Perkins**. Mr. Boyd, I want to thank you for an excellent statement. I knew you were an outstanding principal when I met you the other day. You have a way of letting people know how dedicated you are to the job.

I liked the way that you set forth the accomplishments under the Federal programs, particularly title I. You mention that the programs have reduced hostilities and that vandalism has decreased. Would you elaborate on that and tell us where in your judgment you would have been without title I funds? Also, your entire statement will be inserted in the record, Mr. Boyd.

(The statement referred to follows:)

STATEMENT OF HERBERT A. BOYD, PRINCIPAL, JOHN A. LOGAN COMMUNITY SCHOOL

Gentlemen, I am Herbert A. Boyd, Principal, John A. Logan Community School which is located in one of our lowest socio-economic areas.

The following Title I programs are providing a very fine service to the children of our school:

1. Clasroom Assistance.
2. Project Read.
3. Strengthening of Instructional Services.
4. Health and Psychological Services.
5. Speech and Hearing.
6. Language Arts Program.
7. Pupil Personnel Services.
8. Early Morning Physical Fitness.
9. Audio-Visual Services.
10. Urban Services.

The Logan Community School is noted as a school which has begun to meet the needs of the entire community and we have made a headstart in "putting" the child together by developing a well-integrated individual whose self image has improved greatly. *What we have done is due in part to the effective operation of the title I programs.*

We are an *orderly; innovative school*, where disruptions and hostility are little in evidence.

We have gotten the people in, interested, involved and informed. Logan is a school filled with children whose home lives are uninspired, whose parents can offer little help and whose expectations are dramatically limited. *We are changing all of this as much as we can.*

Our school is one of the many, many good schools in our city. It is good because we have taken the raw products (what we have to work with) and moved the school toward excellence. We have become renowned, not only in our city, but also in states nearby. Just today 2 principals from Rochester, N.Y. are visiting Logan to find out how we have reduced hostility in our community.

I am disturbed when I hear people refer to our schools as bad because they are not reading on National Norm. I am disturbed because I feel that the judgment of whether a school is good or bad must be based on what is being done, on how far a school has taken the raw products it has received, and whether it has utilized fully the resources that are available.

Logan Community School is a school full of hope for a brighter tomorrow because of the kind of help we are now getting through programs such as Title I.

Part and parcel in the attainment of our success in moving our school to greater heights have been Title I Programs. We do not know what we would do if these programs were ended or drastically curtailed. Title I Programs have helped us form a partnership with the community.

Examples

Logan Community School is moving from detachment to a process of total involvement as we concentrate these programs. Title I Programs facilitate implementation of school and community goals, those designed by and with community residents, children, and teachers to meet the needs (specific) through adulthood. This can be seen specifically through a closer examination of three major areas of concentration.

1. Academic Development
2. Personal Development
3. Provision for Economic and Health Needs

In Grade 4, it is significant to note that for the past two years Logan Community School was not one of the schools to show a downward trend in reading. There was a decided upward trend in reading, our school moving from the 30th to the 40th percentile.

In Grade 6, we moved from the ------ percentile to the ------ median percentile.

In mathematics, our 6th Grades moved from the 24th to 33rd median percentile. Small, it is true—but decided uptrend.

Another facet of academic development can be seen through a slight increase in overall attendance, thanks to some of the very fine work of our pupil personnel team.

Involvement in Cultural activities made possible through Title I funds resulted in the participation of all the students in one or more field trips to places of interest in and out of the city. Cultural enrichment programs brought to the school have added a new demension.

Just what has title one programs done for Logan School? Let me quote from a letter sent to Logan by an interested citizen.

A TRUE COPY

CAPITOL HILL SOUTHEAST CITIZENS ASSOCIATION, INC.,
1531 35th Street, N.W., Washington 7, D.C.,
October 23, 1969.

MR. HERBERT A. BOYD,
Principal, Logan School, Third and G Streets, N.E.,
Washington, D.C.

The Capitol Hill Southeast Citizens Association desires to congratulate you upon the recent item in the Post dated October 19, 1969. So much is being printed against the schools that are in bad condition.

Therefore, to read in the newspaper that you as principal are making an effort to help the children and to teach them self control and friendliness and insist that they try to learn what they should be learning is a deep credit to you and the staff and certainly a relief to the citizens who pay the heavy tax bills.

To read that your school is trying to encourage positive action is cause for congratulations to you and your school. Please congratulate the children on their behavior.

Sincerely,

ELIZABETH DRAPER, *Secretary.*

ANOTHER TRUE COPY

COUNCIL FOR BASIC EDUCATION,
725 50th Street.

DEAR MR. BOYD: I am grateful to you for your kindness and hospitality during my visit to Logan on September 17. It was an encouraging and exciting experience for me and provided many insights. Any visitor is bound to be impressed with your views of a school as a center of service to the entire community. As a teacher, I was certainly impressed with your rapport with your own staff. There is a sense of pride and professionalism at Logan which makes it a fine place in which to teach and to learn.

It was a special treat to talk with your reading teacher and to be able to study at leisure your PROJECT READ materials in the reading center. I was sorry that the pressures of time did not allow me to talk with your community activities director, but I hope to visit again one day.

My best wishes to you and to your teachers for continued success during the school year.

Sincerely,

Robert W. Peck,
Assistant Director.

ANOTHER

Dear Mr. Boyd: We want to express our deep appreciation to you and your staff for the exceptional cooperation you have afforded observers of the youth serving youth program from the National Commission on Resources for Youth, from the Ocean Hill Brownville school district, and from the various media. Without a doubt, the fact that those whom we met at Logan were at all times pleasant and cooperative has exerted a favorable impression on their evaluation of this school program.

Sincerely,

Louise G. Johnson,
Supervising Director,
Work-Aide Services,
(Dept. Pupil Personnel Services).

SUMMARY OF ATTAINMENTS AT THE SCHOOL

1. Vandalism has decreased.
2. School facilities are widely used by community organizations.
3. Employment has resulted from job training skills programs provided by Title I money under Urban Service.
4. Interagency cooperation has increased.
5. School attendance has increased slightly.
6. School and home communication has improved.
7. School achievement shows an upward trend.

Gentlemen, I realize that Title I is the largest educational program in the history of our country. As a principal, I have asked myself over and over again, "Are we at Logan doing all we can to justify your faith in providing this large amount of money?" To this question, I say over and over again—YES. We have done with what we have a pretty good job. There is a direct relationship between the achievement at our school and title I funds.

Title I programs are providing one of the finest insurance policies for our urban children. They have been significantly beneficial. To this I testify.

The following additional programs would greatly enhance our efforts to move toward a greater tomorrow for our children:

1. The Cottage Nursery School	20
2. Remedial Reading Teachers	5
3. Coordinator for Title I	1
4. Additional In-Service For Teachers, Community	-----
5. Transportation (1 bus).	

Budget analysis for Cottage Nursery School units

I. Professional staff: (a) Supervising teacher	$8,500
II. Community personnel:	
(a) Community field counselors (2) (GS-4 1 per 8 units 40 hour week)	11,706
(b) CNS parent/teachers (15) (GS-2 position 40 hour week)	69,315

III. Equipment:	
(*a*) P.L.K. at $150.00 each (10) (initial expenditure)	1,500
(*b*) Permanent equipment (initial expenditure)	2,500
(*c*) Art supplies	1,500
(*d*) Annual replacement of equipment (dolls, pull toys, etc.)	750
(*e*) Cookies for a.m. snacks	700
IV. Cultural extension: Averages $50 per unit, per year (1 field trip per month)	750
Total	96,721

Mr. BOYD. I hate to even answer your question. I shudder to think where I would have been. I would have probably been just in an ordinary school where no action went on, where children were subjected to the old routine day of coming to school, being prisoners of this and that, and I don't feel that much of the success that we have had could have come about had it not been for these title I funds.

As an example, language arts. It is a wonderful thing to have health and psychological services. When a child is hurt on a playground, to have a nursing aide in the school to take care of this need immediately, is nice. You multiply this by five or six times a day, where children on an old beat-up playground receive scars. The security, psychological services, which help us to find proper placement for children. Language arts programs we use to teach children to speak better; the early morning fitness program where 60 boys and girls meet at their school at 7:30 and then we have them all day, because they are there. The absenteeism rate decreases.

Chairman PERKINS. You are telling us that the absenteeism is very much lower in your school system as a result of title I special programs?

Mr. BOYD. Obviously, sir.

Chairman PERKINS. Now, I would like for you to tell us a little something about the children in the homes there at your school. If I am not mistaken, we observed two homes funded under title I that were receiving and caring for approximately 10 or 15 children each. How does that work?

Mr. BOYD. This is called our Cottage Nursery School, conceived by one of the staff members.

Chairman PERKINS. What are the ages of the children?

Mr. BOYD. Two and three years old, sir. This is a structured program that has been set up in the homes of parents who volunteered to take training as teachers. They are paraprofessionals.

Upon receiving the training, and upon inspection of the home, 2- and 3-year-old children were recruited and brought to the homes of these parents who teach them more or less in very relaxed, informal structured programs, which not only are meaningful, but which permit the children who take these programs to come to a prekindergarten class better prepared.

In each of the seven homes in our community, there are six children who are cared for, taught, loved, all the things that I can say, from 9 o'clock in the morning until 12 o'clock daily. We have one home across the street from the school and six others spread out through the Logan School community.

This has been very beneficial. These children use Logan School as their own, on many occasions. They share their programs and we find it is a very beneficial program.

Chairman PERKINS. If you had ample funding under title I, where would you place the priority, on these cottages?

Mr. BOYD. Where would I place the priority?

Chairman PERKINS. Yes. Would you extend the cottages?

Mr. BOYD. I certainly would. I would like to see every home that is possible in that community being used as a cottage and nursery unit. And in my proposal, I have asked that 20 of these be funded, being realistic.

Chairman PERKINS. You further mentioned the paraprofessionals, the remedial reading teachers and other special service programs that are not in adequate number out there.

Mr. BOYD. Yes, sir. It is my learned opinion that to start children on the so-called correct path toward reading progress you first have to remove the things that have caused a child to read poorly. With trained remedial teachers who have the techniques and knowledge of how to remove the causes, whatever way it is possible, I feel a child can begin to move into what is called reading on his grade level and norm, because it is just like a cancer, sir. You have got to get at the cause first and then move toward the remediation.

And with remedial teachers who are highly trained, and I certainly believe before they are put in the school they must be competent, highly trained and efficient. And also dedicated. Whatever you want to use.

If we have these, we are going to see an upswing in reading. These people will do their job.

Chairman PERKINS. Many Members in the Congress have opposed the title I and other Federal programs on the simple ground we do not get results. As an educator, can you tell the committee whether you are obtaining results from these special educational programs that you have enumerated? Are those results viable and are you in a position to evaluate those results?

Mr. BOYD. Congressman, I would be willing to not only testify, but I am sure that I can evaluate, with the help of our staff, and come up with some measuring rod that would indicate that title I programs are successful to a degree, according to what the amount of money is, and that there is a possibility that with additional funds we can move toward greater things.

I definitely believe there is a way to measure. I feel we can do it at Logan School and provide whatever is needed.

Chairman PERKINS. Now, I can appreciate that answer, and I agree with it 100 percent. But to go a little further, you state there is a direct relationship between the achievement of your school and title I funds. Is there a direct relationship between the rate of achievement and the level of funding? That is, would increased funding result in better achievement?

Mr. BOYD. I have no doubts that it will, because you notice I said the upward trend is slight. I am quite convinced with additional funding, so that we can move not only ahead, but solidify what we have already started—you know, you have to build a foundation, step by step, and solidify what you have already got, expand it, add to it—there is no reason to believe that there will not be greater achievement.

Chairman **Perkins**. I have at times refused to substitute my judgment for other peoples' judgment when I have made a special study under certain conditions and on certain occasions. I feel that you as an educator—with how many years of experience?

Mr. **Boyd**. Twenty-six years, sir.

Chairman **Perkins**. That you are in a better position than many of the so-called people that take contracts to evaluate title I programs and other programs. I have come to the conclusion that they are not in a position to make a determination whether any favorable results are being obtained. Their studies are not to the point in many instances. They ramble, and they are on both sides of the issue. But from your experience, what would you say about these individuals that make studies and come up with conclusions that title I is not working, that we are not getting value received? What is your response from your experience as an educator and having seen it work in your own school system?

Mr. **Boyd**. I think that, first, persons on the outside can make very little valued judgment unless they are right in the situation daily. Now, there are statistical data that can be supplied, but there are measurements that can't be written down on paper, social development, happy children, related children, lack of hostility, communication, or children being taken care of, shoes on their feet coming to school, brothers not having to stay home because they only have one pair of shoes.

You keep putting all of this together, and ultimately, Congressman, something has got to happen. And I feel people who sit on the outside and make valued judgments, that is why I am not always in favor of people coming into our system and evaluating, unless they are going to live with us for awhile.

I don't feel they can get the real and accurate picture. I think an educator who has displayed faith, who has been dedicated, found to be truthful and knows what it is all about, can provide a picture that is almost unbelievable to tell about.

Chairman **Perkins**. You are telling this committee in another way that if all title I funds were removed from your school tomorrow, and the supplies that you have received as a result of title I, that conditions would not be as good, the dropout rate would increase, absenteeism would increase, and the children and community may become hostile. Is that your judgment?

Mr. **Boyd**. It is my judgment with present conditions, this would no doubt happen. Because all of this staff at our school, and I am sure it is true at all other schools, have put together——

Chairman **Perkins**. But these programs have had diametrically opposite effects in reducing hostilities and vandalism, and bringing the community together. Is that true?

Mr. **Boyd**. Yes, sir. May I show you another thing? This is putting the children together. This is the group of children who were right here with the Logan children, the Commissioner of Education. These are our children who displayed their artwork in the Health, Education, and Welfare building. Part of our funding for the art situation comes from title I.

Can you imagine how children feel to know their school is the first school to have an exhibit in the lobby of the HEW building? What does it do when the Commissioner of Education writes Roland Massey a letter telling him what a wonderful picture he has?

This, to me, is measurable. What I am saying is, we can come up with I believe a measuring rod for title I programs?

Chairman **Perkins**. One further question: To what extent are you underfunded insofar as assistance from Federal programs is concerned in your school system?

Mr. **Boyd**. Sir, I didn't get the first part.

Chairman **Perkins**. I said to what extent are you underfunded in your school insofar as Federal program assistance is concerned?

Mr. **Boyd**. Well, I don't have those figures, but I do feel that we are largely underfunded. One of the major deficiencies in Federal funding is that in each school, there is not a single person, apart from the principal—at least in the elementary school—who has a direct responsibility for the coordination of these programs so that the very meat of the programs can be gotten out.

In other words, I find that it is difficult to keep up with all the things. So I believe, whether it costs a little more or not, that each school could use a coordinator who has a direct responsibility of getting the meat out of title I funds.

I think in the area of classroom assistance and other things we could have more. But I will confess, I don't have the figures at this time. But I could get them.

Chairman **Perkins**. Let me thank you for a most outstanding statement, Mr. Boyd. I certainly hope to have the opportunity to call you before the committee again sometime in the future. I think I will have that opportunity.

I think we have another witness here.

Mr. **Boyd**. You go ahead. This is one of our wonderful personnel workers.

Chairman **Perkins**. Identify yourself for the record. Go right ahead.

Mr. **Dockery**. Thank you, Congressman. I am Carl Dockery, chairman of the Logan School Level Committee.

I would like to express my appreciation to Congressman Perkins, members of his committee, and Mr. Boyd, principal of Logan Community School, for the opportunity of speaking before this committee.

On Thursday, May 9, we at the Logan School had the pleasure of having this committee observe much of our title I program in action. We were encouraged by the apparent interest and sincerity shown by the committee.

At that time, we were able to provide instructional and demonstration models of much of the program. However, because of the nature of supporting services which made possible effective implementation of instructional programs, we were precluded from observing the services of pupil personnel teams in process.

Hopefully, the following information from our files at Logan will give a concept of the role of the pupil personnel team. It should be noted that the services of the pupil personnel team at Logan represents a microcosm of services provided by pupil personnel teams throughout the target area.

The objective of the pupil personnel team is to alleviate and remove wherever possible, conditions that prevent children from coming to school or prevent children from absorbing the academic program. In short, we seek to facilitate the ability of children to benefit from the school curriculum and supplementary title I services.

To achieve this goal, pupil personnel teams bring together information and services to children including all resources that bear upon the problem. We are frequently looked upon as "grass-roots" workers in an educational setting. We are expected to bridge the gap between children who are equipped to function adequately in the classroom and those who reach the school ground without the bare necessities.

It is unnecessary to cite the preponderance of impoverished inner city children dependent upon District of Columbia Schools for an education and related services. We feel, therefore, that our goals are worthy and our services indispensable. For example, since the beginning of the school year 1968–69, to the present time, the pupil personnel team at Logan has provided or arranged for: Medical appointments and services, dental appointments and services, items of clothing, pairs of shoes, camping activities, recreational activities, cultural and enrichment activities, and tutoring activities.

We have served also as workers in disseminating and obtaining educational information requested by the school and local and Federal Governments. The role of the pupil personnel team as an adjunct to all other title I programs cannot be overstated.

The above-mentioned services of the pupil personnel team can be multiplied 35-fold throughout the title I schools. Emphasis would vary in accordance with the needs of children only. As Logan is one of the 13 schools in the District of Columbia where the reading level is at or above national norms, the pupil personnel team feels much a part of that success. We claim a direct contribution through our tutoring programs and the involvement of volunteers.

In terms of general results, the pupil personnel team has been rated 1 and 1A priority consistently for the past 4 years by the George Washington University evaluation component. This is the official evaluation unit for title I programs in the District.

In recognition of the primary needs that this program provides, we urge strongly that it is funded at a higher level and expanded to include other eligible schools. Educational handicaps found in title I schools are only symptomatic of conditions prevalent in our larger school population.

Thank you for your attention.

Chairman **PERKINS**. Let me thank you very much, Mr. Dockery. And likewise you have made an outstanding statement.

The committee will now adjourn until 9:30 a.m., Monday morning, at which time we will reconvene right here in this room.

(Whereupon, at 7:55 p.m. the committee adjourned, to reconvene at 9:30 a.m., Monday, May 18, 1970, in the auditorium of Cardozo High School.)

OVERSIGHT HEARINGS ON ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

MONDAY, MAY 18, 1970

House of Representatives,
Committee on Education and Labor,
Washington, D.C.

The committee met at 9:30 a.m., pursuant to call, in the auditorium, Cardozo High School, Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins, Landgrebe, and Clay.

Chairman Perkins. The committee will come to order.

I note that we have a panel of students from Cardozo High School before we interview our chief witness today, Dr. Henley. As I call your names, I hope you will come around.

Miss Crawford, Miss Katherine Hicks, Miss Sharon North, Mr. Thurlow Tibbs, and Miss Maurice Butler. Come around and take your seats around the microphones. It is a great pleasure for me to welcome this student panel. I have always felt that we have not called upon a sufficient number of students to get a true picture as to how our Federal legislation is working.

Let me say at the outset we are proposing to extend the Elementary and Secondary Education Act for a period of 5 years as a result of the hearings that we are now conducting. I certainly would like to get the views of all you youngsters on the programs that are taking place in your school system.

I am going to call on Miss Crawford to tell us something about the pupil personnel services program. She is not here?

What about Miss Katherine Hicks? Is she here? Go ahead, Miss Hicks, tell us what you want to tell us.

STATEMENTS OF KATHERINE HICKS, MAURICE BUTLER, THURLOW TIBBS, AND JOSEPH A. BAKER, STUDENTS AT CARDOZO HIGH SCHOOL

Miss Hicks. I was to speak on cultural enrichment. I wanted to say that I felt that the money to be used for cultural enrichment would be for a worthy cause because you find that many students, even though on a senior high school level, don't even know what cultural enrichment is. Through this program they learn something about the program. They can define it more on a personal level.

I also find that it provides motivation for what you might call lazy students. It sort of stimulates them. And it gives them ideas about careers and professions other than waiting until after they graduate. They say, "Am I going into construction work," or "I want to be a typist." They bring to light other careers, acting and dancing, and things of this nature.

These students, many of them have never had opportunities like this before, and now they have the opportunity to observe and they can participate and through this they learn, I think.

Chairman **Perkins.** Is Mr. Tibbs here?

Mr. **Tibbs.** I am supposed to speak on "Paperback Books" and "English in Every Classroom." Firstly, paperback books, I feel, are very important in every classroom because a student is more apt to pick up a paperback book and thumb through it and look through it than if you gave him a hardback book or a very big dictionary of some kind.

For example, in my English class last year, we had a textbook for studying different types of sentence structure, and we really didn't use it that much because we found the paperback book more inviting to read and easier to explore and understand the different principles in breaking down and analyzing a sentence.

In this year's English class we have used many paperback books. I find it a joy to sit in bed or by the television and read a paperback book, more than just thumbing through a chapter in a hardback book.

"English in Every Classroom" is a good idea, too, because, for example, in my Spanish class, by studying Spanish and sort of relating it to English, you get a better understanding of how English is broken down, and the different texts in Spanish are more or less related to the ones in English. You can find word derivations out of this study on Spanish.

So I do feel "English in Every Classroom" has benefited me, and paperback books are very important.

Chairman **Perkins.** Mr. Butler?

Mr. **Butler.** Yes. Well, I have just come to talk about the Cardozo income tax project. Now, this is a project where people of the immediate community and areas come to us and get their income tax forms filled out. I feel that the existence of this project is imperative, because we give service to the community, to the school, to the students, as well as to the Internal Revenue Service.

Now, to the students, the students are selected from the math classes by the mathematics department. We have to more or less use the basic functions of math: subtracting, multiplying, adding, percentages, and everything, and we have to work under a lot of pressure, really, because most of the students feel if we make a mistake, we will get thrown in jail, or something.

We have to learn how to be proficient working under these conditions. We have to use a certain amount of public speaking and tact, working with the members of the community. And I feel this project is good.

Also we service many people of different types of jobs. Most people that we service have incomes under $10,000 a year, and maybe they don't know how to fill it out, or maybe they just want some information or want somebody to check it. But usually that is why they come to us. I think this project is good.

Chairman **Perkins.** Mr. Baker?

Mr. **Baker.** My name is Joseph A. Baker and I am representing the learning through education program. I want to talk to you concerning the phases of enlightenment I have reached through this program.

There are two ways this program has helped me. One, educationally. That is, it has helped me with my English diction because working with the Federal Aviation Administration at National Airport. I have noted the comprehension that air traffic controllers have to use for communicating with pilots in and out of the control zone.

Because I have noticed this, I have tried to get my language to be more concise and also to say what I mean to say quickly without wasting words.

Another way this program has helped me, is mathematically. From what I have studied out at National Airport concerning systems, such as the instrument landing system, I have learned that there are many applications of the mathematics I have taken already, such as algebra, trig, geometry, that I can see being put in practice at the airport.

I can see the same thing when I am studying how to land an aircraft, because, you see, we also receive flight lessons in the program.

From the scientific point of view, I can see applications of my physics and also some chemistry concerning the fuels and also electronics. I have noticed several things in the electronics field that I have never really paid attention to until I was associated with this program, several things about your radar systems that really interest me.

From the personal point of view, I have learned or have become more aware of aviation. It has helped me, more or less, in trying to select a career field. This program exposed me to aviation, not just in one phase, that of the pilot, but also to air traffic control, so I know what I would be getting into if I wanted to go into air traffic control.

I have been exposed to airport management and know exactly what is under the Department of Airport Management and what other offices there are that can be filled by persons wanting a good career in aviation.

I feel this program is a good program because it enlightens a student in the way he will see what career opportunities there are in the world of aviation, besides flying a plane or fueling a plane. He can see electronics, engineering, management. And that is basically what it is.

Chairman Perkins. Mr. Baker, you are, I feel, most fortunate to be able to enjoy special education programs that many students who really need these special programs do not enjoy.

Tell the committee what specifically has this program done for you, even though it has been an experiment this year? Do you believe it has been successful and do you feel that it should be continued here at Cardozo?

Mr. Baker. I feel it has been successful, and not only should be continued, but should be extended through every other high school in the District. You see, from what I have learned out at National Airport, for instance, in air traffic control, I have learned a person can go into air traffic control school with a high school diploma, and come out successful. They would prefer someone with some college.

Now, there are many students that I know that might be interested in that area, but might not be interested in going to college. Also, the program personally benefits me because for one thing I am working a parttime job out there, sponsored by the FAA. There are four other students besides me, and we rotate through different positions so we can see the functions of the FAA at National Airport.

Chairman Perkins. Now, you have taken this course, which other students in other sections of the District have not been privileged to take, even though they need it. How much better off are you as a result of taking this course, and what particularly do you think it has done for you personally.

Mr. BAKER. I am aware of what I could do when I get out of school. The high school curriculum, the way it is set up now, if you are more or less on the college-prep or upper academic curriculum, there isn't that much you can do when you graduate from high school, unless you go to college. If you are not ready to go to college, or feel you want to take more time before you go to college, there is something you will want to do.

Now, personally, it has enlightened me to the point if I could study well enough and get into air traffic control school, I could get a good job and a good career. I feel this program should not be just kept here at Cardozo High School. I think it should be branched out to other schools.

Originally it was set up as a pilot program, an experiment, to see whether or not the program would work. Personally, I feel it could work because it has benefited me.

Chairman PERKINS. Let me ask Mr. Butler a question. Do you feel that the special program that you have had a chance to take has served your class well, and do you feel you have gained anything from it?

Mr. BUTLER. Well, the first thing I have gained from it is actual working experience. Now, that is not too much, but that was the first time I worked. But also it helps me to utilize some of my learning skills that I learned in the classroom.

As I said before, math, some of the basic math functions, we had to utilize while we were working with a certain amount of speed as well as accuracy under pressure. I think it helped me a lot to really realize what I am learning in the classroom.

So also, in the form of public speaking, and dealing with people as individuals. I had to learn how to be tactful and keep a big smile and everything, while I am working with people in the community.

So I think it has helped me a great deal.

Chairman PERKINS. Do you feel the community appreciated this program?

Mr. BUTLER. Definitely. We have helped so many people, and it is quite obvious, I guess. I have that feeling.

Chairman PERKINS. Mr. Tibbs, do you care to comment now on the reading program that you described, in the classroom? Go ahead and tell us where you would have been without this program.

Mr. TIBBS. This was the English in every classroom, with use of the paperback books. Well, personally, I like to read and I don't think it benefited me in some ways. As I said, it benefited me in the foreign languages I was taking, because it helped me to understand the breakup of a lot of the tenses.

But since I do like to read, it really didn't make too much difference to me on how hard the books were, whether it was a hardback or a paperback book. But for some students, it might make a difference.

Learning how to read, whether it is a paperback or a hardback book, is the important thing. And I really think a student that may be benefited more from it than I was, could tell you a little bit better.

Chairman PERKINS. Do you feel that this special reading program has improved your class, and that you have all benefited?

Mr. **Tibbs.** I think so.

Chairman **Perkins.** And improved your ability to read?

Mr. **Tibbs.** On a whole for the class, I feel it has improved, it has proved to make a lot of students read more and take interest in what they are assigned to read, especially, of course, the paperback books. And they want to go out and read books that are suggested by the teacher, not for extra credit, but just things suggested by the teachers.

Chairman **Perkins.** Do your other classmates feel the same way you feel?

Mr. **Tibbs.** I think so. I have talked to some, and they have sort of agreed with me that the paperback books have helped them quite a bit.

Chairman **Perkins.** Has this class and your improved art of reading motivated you to the point that you feel like you want to stay in school?

Mr. **Tibbs.** When I started this paperback reading it was back at Garnet-Patterson. I was in the ninth grade and I started obtaining paperback books on plays by Shakespeare and started thumbing through them. Finally I picked up the "Tempest" one day and read it and got interested. In fact, I read Hamlet and a few others of his plays during the summer and got very interested in them as I went through.

Chairman **Perkins.** There is one question that I wanted to address to the entire panel. That is, what do all of you think about the drawbacks and shortcomings of these various special educational programs that you are participating in? In other words, how could they have been improved?

I would like for each one of you to comment on your respective programs.

Mr. **Butler.** Could you repeat the question?

Chairman **Perkins.** I would like for each of you to comment on how you feel these programs could be improved. In other words, what are the shortcomings and how could you overcome any shortcomings in these various programs that you have told the committee about?

Mr. **Butler.** Working with the income tax project, we have not had too many problems. Basically I think it could be enlarged more with more students in it. This project is going to be used all over the country now. I think 25,000 schools are going to start this project. We have had talks with the members of the Internal Revenue Service and they have come to talk to us about our problems.

Basically we didn't have too many major problems, but I think that more students should be involved in it so they could get a chance to experience this.

Chairman **Perkins.** Mr. Landgrebe? First let the others comment briefly.

Mr. **Thurlow.** I think that a lot of English teachers are crying out for more books, because paperback books are hard to get at this point. They are getting textbooks pretty easily, but for some reason a lot of English teachers have to go out and buy their paperback books themselves.

My English teacher last year had to have paperback books for a Shakespearean play we were studying. They weren't available. I think if funds were made available to a certain extent to get some of the books that are really needed in the English classes, students could benefit from them.

Miss Hicks. In the cultural enrichment program, it is already a good program. I think the only thing to improve it would be to expand it more to the high schools, the junior high schools, and the elementary schools, because I feel that the earlier you start out with it, the more beneficial it will be for everybody.

So you could go down to the preschools and arrange programs and tours and trips that would help these children. They would really expand their own views and see more things they would never get an opportunity to see otherwise, because they don't know about it or, even if they did, it was unavailable to them in the sense they couldn't reach it.

So if this program were expanded and just stretched out as far as it could possibly go, I think that is the best improvement that could be made.

Mr. Baker. I feel that the main improvement that could be made in our program, not only expansion, but if you start the program early enough in the school year, plus early enough in a person's educational career, such as maybe the second or first year in junior high school, the person could become more aware of what he will be going into.

I also feel for these jobs that are related to the airport, they should have shop classes related to the job, like better electronics shops, better mechanics shops, metallurgy shops. We should also try to get courses related to air traffic control in the school, if one in interested in going that way.

You could expand the program not only just to be out at the airport, but here at the school. And also the person, whoever is involved in the program, will know what he is doing when he gets to the airport. He will know what exactly would be expected of him.

The main shortcoming I ran into was that I didn't exactly have any set program of work, any set program at the beginning, except I was to tour each area and learn as much as I could from the area. Now, that left both me and my employer at a disadvantage in that they didn't know exactly what to tell me because of the limited time I was with them, which was 2 weeks. Plus it was kind of hard to try to decide what was really relative, because the whole program is relative, and is important, and I feel everyone should know as much as possible about it.

I feel there should be more time spent in each area of the program you tour. That is, if you go to flight service stations, spend more time there, maybe even if possible, arrange your school curriculum so a person can spend a full 8-hour day on the job. He can see more in 8 hours of a day from morning until the afternoon, from when the program starts until it ends, than he could for going in for 3 hours in the afternoon.

This would give him a very bad concept of the whole plan if he does it in 3 hours a day.

Mr. Landgrebe. Mr. Chairman, I share with you your comments on the joy it is to talk to the students. Assuming these students were picked at random for their presentations here today, it would indicate there is a very fine teaching program in this school. They have been composed and their statements have been very, very concise, and I appreciate it.

I have only a couple of questions. I think Mr. Tibbs is the boy talking about the paperbacks, and don't you agree, though, that along with having books and reading material available, it does take some good teaching skills? People who can really teach boys and girls how to read and how to get something out of it as they read? Don't you think this is real important, even more important than having the materials available?

Mr. **Tibbs.** I think that goes hand in hand with getting the materials. A good teacher with a hardback book can teach the course, as well as a teacher with a paperback book. But the student may not be apt to really take that much of an interest in the hardback book as with the paperback book.

You can mix the books. Like in the math class, we have 11 paperback books. They are very thin though. And we have a few hardback books. This makes the class interesting. It has variety.

I think the teacher is important. If you have a bad teacher with paperback books, you are not going to learn that much, unless the teacher puts some motivation into you to look into that book. When you look at the paperback books, you get interested.

Mr. **Landgrebe.** You look to me as the kind of boy that could read and get something out of most anything. I am very seriously concerned about the people who are slow readers. I know some people who have never learned how to read. I hope you will agree with me that remedial reading, or reading specialists, people who can specialize in teaching children to read, is most important. You will agree?

Mr. **Tibbs.** Yes.

Mr. **Landgrebe.** Right now I have one question for Joe. He has talked a good deal about airplanes. I ride on them, but in talking about expanding this program, I wonder if you wouldn't maybe agree with me, if we are going to expand or go to other schools with a program such as aviation, maybe it wouldn't be well to consider something like transportation, driving trucks, in another one of the major schools in the District?

There are a limited number of people who can and will become engaged in the business of aviation. But there must be—and I happen to own a truck line, and we have a real problem recruiting young men. And I wonder if you wouldn't agree with me if this program is going to be expanded in other schools, or a similar program, that maybe something like truck driving, mechanics and other things, could be used in other schools, rather than just to carry the aviation through all the schools?

Mr. **Baker.** I feel other things can be used in other schools. But the main thing that you have to see before you would try to get into the schools, if the person is really interested in the program. That is the main reason our program has held out as long as it has, and we have the participation we have, because of the interest. So I feel that if you wish to expand it in other schools, or any other program, say, medicine, for instance, you should try to find out who is really interested in medicine. You see? Then you can have a good program.

Mr. **Landgrebe.** In this highly mechanized world, sometimes we people with an interest in education have to turn this around and get kids, get students, interested in things that we need, too. It is sort of a two-way street. You may be particularly excited by aviation, but sometimes we have to kind of make available to you some information about other professions that are needed in the community.

With a little bit of motivation, then you would be perhaps gotten interested in my trucking business. You are now in aviation. I think that is the only question. Thank you for your preparation and your appearance here.

Chairman PERKINS. Mr. Clay?

Mr. CLAY. I have a question that I think one of the four might want to touch on. Since I have been here, and in my conversations with students in the hall outside, and the testimony that I have heard here, the students in this school seem to take a great deal of pride in Cardozo.

This is contrary to what we have heard in the press and have seen on television about the educational system of the District of Columbia. I am wondering if any of you have the sort of relationship with other students from different schools, and if they, too, take this same kind of pride in their school? And if so, why do you think so? And if not, why do you think the attitude at Cardozo is any different?

Mr. BAKER.. I feel basically the students take pride in Cardozo because they are associated with the school and have friends that go here. They feel they are learning something here, even though our education program in the District is not as adequate as it should be, it is not a complete total loss.

There are some things that a person can really learn in our programs here at school, and so the students who go to Cardozo and other high schools in the area, they all feel whatever school they go to is their school. They have certain pride for it because they are associated with the school and know the school and know the people going here. No matter what you hear in the newspapers, the press says about your school, if it is bad it will excite very bad feelings toward that media, because, you see, it is just like pride.

If you belong to any organization that you belong to, and you put yourself in to try to succeed in that organization, and you succeed on your own part, you will feel some pride in being part of that organization. You wouldn't want to tear it down and destroy it, distort it or miscolor it.

Mr. CLAY. You have to give the teaching staff quite a bit of credit?

Mr. BAKER. We have good teachers here. It is like any other school. Of course, you can't expect 100 percent out of any human apparatus, but basically we are pretty good schools. I am proud of Cardoza High School, and whenever someone confronts me and says, "Cardoza isn't," ask them if they have ever been here. If they haven't seen the school, seen what the teachers and students go through here, and haven't seen that it isn't as dark as people on the outside believe, then they will say, "Man, I am wrong, you are right."

Mr. CLAY. I want to ask you one other question. You mentioned your part time job with FAA?

Mr. BAKER. Yes.

Mr. CLAY. Is that during school hours, or after school?

Mr. BAKER. It is during school hours. But my curriculum is set up in such a way that I take care of my English, mathematics and physical ed in the morning. Fortunately I have all the units required for graduation, and all that I had to take this year was my required courses, such as English IV and physical education and another year of mathematics to prepare me for college, in case I go.

So the program is set up like the distributive education program, where you have your students taking basic relative skill courses that he really needs in the morning, and then in the afternoon he goes out and works.

This program, when we go out and work, is not just go and work, just go. It is still controlled partly by the school, because they send out job ratings and we have to punch in like everyone else on the job. We are rated on our jobs for our performance, and hence, to whatever we are given to do, to whether or not we are tardy or on time or absent. And, if we are absent, we have to have a valid reason.

It is basically just like going to school, only it is a different environment. You are learning from a different text. You may not have to carry a text book, pad and pencil and go from one class to another, but you are placed in an environment that you learn about, that particular function for a certain length of time.

Mr. **Clay**. Is this part of what students mean by relevancy?

Mr. **Baker**. That is part of it, yes.

Mr. **Clay**. I would like to ask Mr. Tibbs one question. In the opinion of the students, and this has to do with the relevancy, what do you think can be done at this school and throughout the educational system to make education more relevant?

Mr. **Tibbs**. I think it is happening here. The main thing is for the teacher to taken an interest in the student. I have been to other high schools and I think that a lot of other high schools, not all of them, but some of them, the teachers don't take as much interest in the students and the students' problems as they do here. I think that is the important thing for the teacher-student relationship to be close.

Mr. **Clay**. No further questions.

Chairman **Perkins**. Any further questions?

Mr. **Landgrebe**. No.

Chairman **Perkins**. Let me compliment the student panel from Cardozo High School. I think you have given the committee an excellent presentation. Coming from youngsters who are directly affected by special education programs, this means a lot to me and I think it means a lot to the committee, insofar as considering the extension of the Elementary and Secondary Education Act.

I just wish the full committee, all the members of the Committee on Education and Labor, could have heard your testimony. You have been most helpful to the committee, and I personally feel that these programs, more so than ever before, as a result of your testimony, are a success. We need more of them.

Thank you very much for your appearance here today.

Our next witness is Dr. Benjamin J. Henley, the Acting Superintendent of the District of Columbia Public School System. Before I introduce Dr. Henley, I feel that I should make a statement reemphasizing what we have done up to the present time.

We began hearings here at Cardozo on H.R. 17681 and the operation of federally supported elementary and secondary programs in the District of Columbia last Wednesday, and we have had three subsequent meetings.

Twenty-nine witnesses have appeared before the committee, including administrators, persons involved in the evaluation process, principals, teachers, pupils, pupil personnel workers, parents and a panel of six students from Dunbar High School. Of course, that number does not include the panel that appeared this morning from Cardozo High School.

Prior to the hearings, we visited a number of District schools in the inner city, in Southeast and in the Northeast. We visited nine elementary schools: Cleveland, J. F. Cooke, Garrison, Goding, Harrison, Logan, Nichols Avenue, Burrville and St. Martin's a nonpublic school.

We were at Garnet-Patterson Junior High School, and, of course, here at Cardozo. These comprehensive hearings have reinforced observations I made during our visits when I had an opportunity to visit classrooms and observe children in the learning process.

My observations are contrary to much of what we have read and the many nasty rumors we hear about the quality of education in the District of Columbia. Schools and classes were among the most orderly and well disciplined that I have ever observed. And we have seen the highest degree of competence, interest and dedication among administrators, principals, teachers and teacher aides.

I sincerely regret that our printed record will not give to the reader the benefit of the background that those visits have afforded—opportunity to actually see these programs in operation. To see the orderliness of the proceedings, to see children actually learning, and to witness the quality of the instruction brings insight which can't be duplicated in the hearing process. I have been most impressed.

But at the same time, I am deeply concerned about certain aspects of our visits and our hearings. As I said before, we have seen children who are learning, frequently in spite of the most trying and difficult circumstances. But, we have also seen children who are not achieving at the rate they should because their school is no longer receiving title I funds.

We have heard that in 1968 65,000 children were served by title I programs. At present, only 10,000 children are receiving concentrated title I services of the type envisioned by the Congress when it enacted this program in 1965. And in the schools enrolling the 10,000 students receiving services, there are more than that number who are eligible, but who are not receiving title I services because of a lack of funding.

Title I then in the District of Columbia is reaching less than 16 percent of the children for whom it was intended. Viewed another way, 84 percent of the children we intended to serve are not being served.

In 1968 at the secondary level, students in 14 schools here in the District were receiving title I services. Presently, there are only five title I secondary schools, and only 14 percent of the eligible schools are being served.

We were told that to meet all the needs of the students at the secondary level more than three times what is presently allocated for secondary schools must be provided in the way of additional funds. We have heard that at a minimum, an additional $4 million annually is necessary to more fully develop title I services so as to serve all eligible children in the District.

We have visited schools where there is an exciting environment for learning and we were told that in large part, the environment was created through title I. But we have also visited a school, a community school, where over 80 percent of the students are eligible for title I services, but where the facilities are extremely limited.

There are 475 students enrolled in a facility which has a maximum capacity of 390. I am speaking about the Harrison Community School. There is no auditorium, no gymnasium, no multipurpose room, no health room, and no playground. And there is no cafeteria. The more than 300 children who are on the lunch program and the 250 children on the breakfast program must eat in the basement corridors and in the classrooms.

Virtually every witness has accorded a very high priority to the teacher aide program. Many have requested a 1-to-1 ratio, a ratio which may be found in some of our more affluent districts. But here in the inner city, in our title I schools, the ratio is more likely 5-to-1, 7-to-1, or 9-to-1. And in many schools with title I eligible students there are no teacher aides at all.

Today we hear so much about the right to read. And we saw many children participating in an innovative program called Project Read. But some of these children we saw are participating in the program for the last time, because the school that they attend will no longer have title I funds.

We talked with the kindergarten teacher who has 35 pupils in the morning session and 36 students in the afternoon session. She has no teacher aide and yet more than 20 percent of the school population in her school is eligible for title I programs and services. But funds are not available.

Today we also hear so much about the value of preschool education, and we saw 2- and 3-year-old children participating in an innovative program called the cottage nursery program. Mothers and teachers provide informal and formal education for 2- and 3-year-olds. This was at the Logan Elementary School. Not in the regular classroom, but in the home.

There are presently seven nursery schools, each enrolling six children. Twenty or more nurseries are needed if this innovative program is to serve all eligible children in the area.

In another elementary school, in the very heart of the inner city, we saw children participating in very exciting instructional programs. Their opportunity, however, for physical development and for recreation was limited to a totally inadequate playground surrounding the school. In fact, a portion of the street must be blocked off during the lunch hour to accommodate the children.

Immediately adjacent to the school itself is a very new, very fine vest pocket park, but one which is locked during the school day. I am convinced that we would have a far better expenditure of funds if the school were given access to the park during the regular schoolday. When I observed this situation, at the Cleveland Elementary School, I took the matter up with the mayor of the city by a letter, with the hope that we can gain access for these schoolchildren to the park during the daytime.

The committee record now includes the detailed statements of what would be done in individual schools if additional funds were made available. The record includes hard data showing upward trends in reading for title I participants, and the record contains evidence that title I has reduced vandalism in the schools. We had the principal of Logan here last meeting, and he emphasized that.

And furthermore, not only has title I reduced vandalism, but it has increased school attendance and decreased the dropout rate.

In summary, may I make certain observations: First, in the District of Columbia, title I funds are being targeted to the areas of greatest need. However, the need for title I programs and services far exceeds the available title I funds.

Second, in the District of Columbia there is a direct relationship between the achievement of children and title I funds. And the rate of achievement is directly related to the level of funding.

Third, the greatest single deficiency in the operation of title I in the District of Columbia is the lack of adequate funds to reach all of the children who need special educational services. School people like those in the audience have shown me they know how to do it.

We will continue with our hearings now, first receiving the testimony of the acting superintendent of schools in the District, Dr. Benjamin J. Henley.

I am delighted to hear from you. I certainly would appreciate your comments on the adequacy of funding, and we will have several questions for you after you make your prepared statement.

You may proceed in any manner you want.

STATEMENT OF BENJAMIN J. HENLEY, ACTING SUPERINTENDENT OF SCHOOLS, WASHINGTON, D.C.

Mr. HENLEY. Thank you very much.

Mr. Chairman and members of the committee, there are enrolled in the District of Columbia public schools 150,000 pupils. More than 95 percent of this number are Negroes. Thus, they and their parents are victims of the environmental ills which affect all minorities in an urban setting, inadequate and poor housing, lack of recreational facilities, limited health services, widespread unemployment, and schools which generally seem to be unable to meet their demands.

Our Washington, D.C. pupils are affected by these social and environmental defects. Thus, far too many of them come to school handicapped, first by the environment in which they are growing up, and, second, by a school system which lacks many of the facilities, personnel, and resources that are necessary to overcome these handicaps.

It is to this problem that the title I program addresses itself, the provision of quality school programs for the educationally disadvantaged children.

For each of the past 5 years, our school system has received approximately $5 million a year in its title I allotment, as follows: 1965–66, $5,381,927; 1966–67, $5,054,395; 1967–68, $5,547,368; 1968–69, $5,115,578; 1969–70, estimated, $4,604,020.

In order that these funds might be used to best advantage, the school system developed the criteria which had to be met if an individual school was to participate in the title I program.

These criteria are as follows:

1. Family income adjusted for the public housing median.
2. Reading scores for grades four and six.

3. Median years of school completed by adults in the school region.

Originally, the school system had qualified 95 schools as eligible for title I funds and operated on that basis for almost 3 years. HEW asked us to reduce the number of schools and pupils who were participating in the program so that we could concentrate and intensify the compensatory services that were offered.

So, last year, we reduced the number of participating schools from 95 to 35 in the Dunbar-Cardozo area.

We then assessed the needs of the children in these schools to determine those who appeared to be the most seriously handicapped educationally.

We found the following to be the greatest needs: Economic needs; health needs; mathematics and reading retardation; speech and language needs.

Based on these needs, we set for ourselves a number of goals among which were the improvement of attendance, speech patterns, oral expression, interpersonal relationships, reading, mathematics, written expression, and occupational skills. Then we developed programs designed to meet those goals.

I need not dwell upon these programs, Mr. Chairman, because for several days, you have been hearing from members of the staff of the public schools of the District of Columbia, from students and from members of the community regarding the projects being carried out in our schools with funds provided under title I.

These programs which have been directed at those educational handicaps afflicting children who are economically disadvantaged range from the improvement of specific academic skills through attempts to meet varying kinds of social needs.

Among these are pupil personnel service teams, teacher aides, prekindergarten programs, reading incentive programs, teacher training programs, physical fitness programs and cultural enrichment programs.

Evaluation of these programs has shown positive change in both classroom performance and school adjustment of participating students. In addition, many of these programs have also contributed to a positive improvement in rate of absences of students.

Of some considerable importance to me, Mr. Chairman, is the fact that our title I funds have brought a number of benefits to the children of the District of Columbia which they would not have had without these funds. Early childhood education—which was described by the Kerner Commission as essential to beginning to remove the ill effects of economic deprivation—was first initiated in our schools under title I funds.

The need for additional assistance in the classroom and the school was met through the use of teacher aides funded under title I. This reduced the pupil-to-adult ratio in the school and also served to improve communication between school and community since most of the aides were employed from the school community.

In addition, a number of innovative teaching techniques have been developed through the use of title I funds. Special high school programs for pregnant girls have provided for their special needs and facilitated their attendance and continued educational development.

The STAY school program, which was started under title I funds and is now in the regular budget, provides an opportunity for dropouts to return to school. The innovation team in the model school division has been effective in enlisting the interest and involvement of many teachers, in stimulating many teachers to consider alternative strategies in teaching and instruction and in providing teachers with methodological tools, both skills and materials, and with enabling attitudes for improving general instruction and learning climate.

Thus, the title I programs are not only helping individual pupils, but they are in fact pointing out new directions for the school system.

Despite these positives, there is tragedy.

The benefits that the limited population which we serve in title I derives from our programs cannot be spread to other students who need them. Through the criteria established by the Board of Education, approximately 10,000 students are now receiving concentrated services in a discrete geographical area. It is estimated, however, that there are as many as 65,000 students in the District of Columbia who qualify for assistance under title I.

In this fact is the basis of the tragedy, that the funds available to us are substantially less than the need that exists for them.

I mentioned earlier that the population which we are dealing with in the District of Columbia is one which traditionally has been neglected in terms of school facilities, housing, recreation, and employment. The result of this neglect is reflected in the achievement levels in our schools and seems to contribute to an unending cycle of poverty and despair.

The severe educational disabilities suffered by these children must be dealt with if we are to break the cycle of economic disadvantage and permit these children to realize their full educational potential. The schools are not able to alter the neglect in the other areas, but they can and must provide educational opportunities which will compensate for this neglect.

Additionally, I mentioned earlier that at one point we had reduced the number of schools participating in title I programs from 95 to 35. We have not been able through our regular budget to provide the services, personnel or programs that reach the level made possible through title I funds.

We in the public schools of the District of Columbia believe that we have been making significant advances toward meeting the needs of economically and educationally handicapped students with funds provided under title I. We feel that it is important—in fact, crucial—that this effort be expanded to reach all children in the District of Columbia who are educationally handicapped and to intensify the services and programs designed to offset these educational handicaps.

Additional funds under title I are needed to do this since regular budget appropriations must be distributed equally throughout the city. We really have no answer for the 50,000 handicapped children who receive no benefits under title I. We will have no answer unless our funds are expanded to the point that they can all be included in our title I programs.

Thank you, Mr. Chairman, for the opportunity to speak to your committee.

Chairman Perkins. Let me compliment you, Dr. Henley, for an outstanding statement. How long have you been connected with the District of Columbia Public School System?

Mr. Henley. Thirty-nine years.

Chairman Perkins. And how long have you been serving as acting school superintendent, as assistant school superintendent for the District of Columbia?

Mr. Henley. Assistant?

Chairman Perkins. Yes.

Mr. Henley. Five years, I believe.

Chairman Perkins. Five years. I was impressed when you said that we have not been able through our regular budget to provide the services, personnel or programs that reach the level made possible through the title I funds. I wish you would elaborate on that.

Mr. Henley. Well, Mr. Chairman, you know that our budget cycle is a cumbersome one, that we prepare a budget which is approved by our Board of Education. Then it goes to the Mayor-Commissioner where it is probably pared a little bit. Then it goes to the city council and is pared there some more. Then it goes to the appropriate committees of the House and the Senate.

By the time we get our budget, it is drastically reduced from our original submissions.

Then there is another factor, I think, and that is that our public school budget is related to the capability of the city itself, so that whatever we are able to secure in terms of funds for the school system, relates to the ability of the city, the revenues available to the city. As I understand it this year we are asking for an increase of some $13 million for 1971 over 1970, but we already know that the city's budget is $206 million out of balance, and I am sure if that is the case, and we are going to have a balanced budget, our $13 million increase will probably be reduced.

Chairman Perkins. You state now that furthermore, you have no answer for the 50,000 handicapped children who can receive no benefits from title I, unless funds are expanded to the point that these children can be included in your title I programs.

I take it that your present budget is entirely inadequate for that purpose?

Mr. Henley. Of course it is. I think you ought to know, Mr. Chairman, that one of the problems that we face and complaints we hear from our constituents, is related to the fact that we have title I funds operating in one area of our city, a limited area of the city.

Chairman Perkins. What about in your schools in the more affluent sections of the District of Columbia? Way out in the Northwest, for instance, Woodrow Wilson High School? Do they have much better resources than the facilities at Dunbar, and, if so, why?

Mr. Henley. If you are talking about physical facilities, yes, Wilson is——

Chairman Perkins. Even though you are spending your school money equally?

Mr. Henley. Yes, but Dunbar High School is an old building. We do have plans now being developed for the replacement of the Dunbar High School, and our city and school staff are working on the designs of that building.

Wilson is considerably more modern than Dunbar.

Chairman **Perkins**. And the independent groups, the PTA's and so forth, have more money to put into the schools. They buy equipment to help the children and the children also probably have equipment at home which they can bring to school. Do you have a lot of that in the more affluent areas?

Mr. **Henley**. I think over the years there has been this kind of difference in our schools, where parents are more able to provide additional books and to present gifts to the school. This results in a kind of inequality.

Chairman **Perkins**. I have noticed the drop in school assistance since 1968. I think the Congress is going to do something about title I funds, making sure you have more money than you had in 1968. Inflation alone has eaten up any increase, and I feel Congress doesn't want to see situations like this exist. To me these hearings point up more so than any previous hearings we have conducted, the great need for expanding financing to reach these youngsters who really need special consideration.

Even the regular figure for the past year dropped to $4,604,000. Notwithstanding world conditions, I think this is terrible. I think we should be more responsible legislators and do something about the situation.

I hate to blame the Congress, but I think we are more to blame than anyone else.

There has been some talk here before the committee that vandalism has been decreased at these schools. Would you tell me from your observation whether the Federal programs have in your judgment decreased vandalism, rioting, and disturbances in these inner city areas, the schools? And also whether it would be further reduced if you had adequate funding?

Mr. **Henley**. Mr. Chairman, I can't make a categorical statement on that. I know in the Logan School area, there is considerable evidence that because that school is open in the evenings and on Saturdays, because programs have been developed there in conjunction with the citizens' programs here that meet their needs and in which they are interested, there seems to be a significant change in terms of vandalism in that area.

Over here at the Harrison Elementary School, where we have a community school, parents are interested, children are interested, they provide all sorts of services for the people there and there seems to be a reduction in vandalism.

You mentioned riots. It was our experience that when the riots occurred in April of 1967, I believe, that the communication between schools and communities was fostered by those aides whom we had employed from the citizenry itself, so that there does seem to be a relationship between vandalism or reduced vandalism in terms of the kinds of programs that we offer.

What we are hoping to do is make the public school in an area the focal point of that community. And I think that the title I funds and Federal funds are permitting us to do that. And that therefore, we are becoming more responsive to the needs of the people who live in that area and we are breaking down the hostilities that seem to exist in urban areas between schools and the children they serve.

Chairman **Perkins**. I agree with you that we should have the funding for these special educational programs for all eligible students that are not now receiving the funds. I can see why you reduce from 95 to 35 the number of schools to receive title I funds in order to concentrate the funds in the areas of greatest need.

But do you really need additional funding from title I or other Federal programs? Do you not have adequate funds in your regular budget to give these special services in your other 60 schools that are eligible but are not now receiving any special assistance?

Mr. **Henley**. I would say so. I would say we need four times what we are getting now.

Chairman **Perkins**. You have listed several needs here. You state economic needs, health needs, mathematics and reading retardation, speech and language needs. You consider those some of the best of the special education programs, I take it?

Mr. **Henley**. That is an assessment of the needs as we found them. And these were listed in terms of priorities and to these needs we addressed our programs that were developed here in this city.

Chairman **Perkins**. You further state that the prekindergarten programs and the reading incentive programs have proved to be good programs. The evaluation of these programs has shown positive change in both classroom performance and school adjustment of participating students, and they have improved the rate of absences of students.

Have you been able to observe that as a result of being the Acting School Superintendent in the District of Columbia?

Mr. **Henley**. Well, no, sir. That is really based on an objective study by George Washington University, and this is their findings, and that is why we find it valid. It was done objectively by an outside person.

Chairman **Perkins**. Now, I believe you indicated that early childhood education was initiated here in the District of Columbia, and your funds presently are completely inadequate to extend early childhood education to the extent that it should be extended.

I, for one, am a deep believer in early childhood education, and I presume you entertain that philosophy; do you not?

Mr. **Henley**. Yes, we are limited in terms of facilities. Our preschool program was begun here in this model school division area. It was begun with title I funds. These were the first programs that we had. We had to rent space in order to house these classes.

The need is all across the city. We are limited by our own facilities and by our need for teaching personnel as well.

Chairman **Perkins**. I feel that you have made it very clear that you have as many as 65,000 eligible students in the District of Columbia who qualify for assistance under title I, but you are only concentrating on approximately 10,000. You have further stated that you do not have funds in your regular school budget to take care of the other 55,000?

Mr. **Henley**. Not at the level that we have here in this area.

Chairman **Perkins**. Now, Dr. Henley, I want to ask you several questions concerning your school budget as it pertains to the Federal programs.

What is your regular school budget here in the District of Columbia? What is the amount you receive from the Congress in the regular appropriations, what is the amount that you receive through local revenue? In other words, how much money in your regular school programs do you spend here on your elementary-secondary schools?

Mr. Henley. Our public school operating budget for fiscal year 1970 is $123 million.

Chairman Perkins. $123 million?

Mr. Henley. Our operating budget.

Chairman Perkins. That does not take into consideration the Federal programs?

Mr. Henley. No, that is the regular operating budget. From Federal programs we receive approximately $18 million.

Chairman Perkins. Yes. You are not able to replace buildings like those we visited at Harrison and Cleveland out of that $123 million budget?

Mr. Henley. Not able to do what?

Chairman Perkins. You are not able to replace these buildings that are outmoded and outdated, like those we witnessed at Harrison, Cleveland, and other places in the District, out of this amount of money?

Mr. Henley. Well, our capital outlay budget, I believe, is $27 million. It does not include the Harrison School. That is hung up in the model cities renewal program here. We have plans for a new Harrison School.

Chairman Perkins. In your best judgment, how much money would it take to properly equip the schools that I visited with other members of the committee, and other schools that are in this target area? Just how much money would it take to properly equip these schools?

Mr. Henley. Are you speaking of developing new facilities? Because I would say that if we were going to have all of our facilities made modern, we would be talking about maybe $500 million in terms of new buildings, new equipment, to replace all of the old buildings that we have. Is this the question?

Chairman Perkins. How much money did you say you need for developing new facilities?

Mr. Henley. I would say maybe up to $500 million to replace all of the old buildings that we have here in our school system. Am I answering the proper question?

Chairman Perkins. How much money did you ask for in your school budget this year, and how much did you say you got? $123 million?

Mr. Henley. What is before the Congress is an additional $13.8 million, which would make the total $137 million. That is the operating budget. We have before the Congress $48 million in terms of capital outlay for construction.

Chairman Perkins. You were hoping to get $137 million for your operating budget?

Mr. Henley. That is right.

Chairman Perkins. And you got what, $123 million?

Mr. Henley. Yes.

Chairman Perkins. And you need $48 million for capital outlay?

Mr. Henley. More than that is needed.

Chairman Perkins. What do you feel you are getting?

Mr. Henley. This is pared down to the $48 million. I think what we submitted was approximately $90 million, which has been pared down to $48 million, which is now before the Congress.

Chairman **Perkins**. Yes. How much do you really need to put your school program in order?

Mr. **Henley**. For this year, 1971, I think the best estimate would be $180 million. We had this year developed a budget based on local schools and departments, and when this budget came together, it totaled a little more than $200 million. But there was some overlap in it. When we took out all of those items that overlapped, we had approximately $180 million.

This is what we, the Board of Education and Administration, felt was the proper budget for 1971. Now, the city told us it could possibly afford $150 million, so we adjusted our $180 million down to $150 million.

Then when we submitted it to the city, it was further reduced to $137 million, and so we are actually now presenting a budget which is almost $50 million less than we thought it ought to be, but which is related to the ability of the city to pay.

Chairman **Perkins**. Do you feel this additional funding, that you would have been able to have, would have reduced vandalism and disturbances in various school systems in the communities?

Mr. **Henley**. I think that we have to be clear, that a part of the reason for vandalism, for crime, is due to the failure of schools, failure to properly educate children, failure to teach children to read, failure to provide children with the skills that are necessary to gain employment when they finish school.

So that when we talk about our program for the coming year it would have been a beginning step toward overcoming these failures as we saw them. I think it is obvious that when we develop the kinds of programs that we keep children in schools, the kind of programs that prepare them for the world of work, we will then be addressing ourselves to the basic cause of crime, which is failure on the part of us in education.

Chairman **Perkins**. Now, the money that you receive from taxation, and from the Congress in your regular school programs, must be divided equally on a per capita basis throughout the District. And you are presently doing that?

Mr. **Henley**. That is correct.

Chairman **Perkins**. Now, I want to ask you if notwithstanding the regular program, it isn't necessary as I have understood your testimony to have additional funding under the Federal programs, particularly title I, to give these special services to the deprived youngsters. Am I correct in saying that if we do not make more funding available we will not be able to cope with these special problems in target areas, where we need to stress reading and mathematics and preschool education?

Mr. **Henley**. You are absolutely correct. I think we have to compensate for the handicaps which limit the children. We have to make a difference in their lives. And we can only do that through the title I funds that are available to us.

Chairman **Perkins**. Now, with the tight budget that you are operating under for both your regular programs and the Federal programs, what programs did you have to reduce due to the budgetary reductions for fiscal year 1970?

Mr. **Henley**. Which ones?

Chairman Perkins. Yes.

Mr. Henley. Did we lose?

Chairman Perkins. Which ones did you have to reduce, or cut out?

Mr. Henley. Well, we had to cut the expansion of the teacher aides in our schools. We had to reduce the supporting services to our schools. This is a school system which has expanded rapidly, and has had a number of teachers added to the staff, specialists who have come to our staff, but we haven't had the supporting services in terms of personnel, in business administration, data processing, all of these reduced functions that have to be adjusted because our budget can't support them.

Chairman Perkins. Mr. Landgrebe?

Mr. Landgrebe. Mr. Henley, you mentioned that you cut the programs from 95 schools down to 35 schools. You had a reduction of a half a million dollars. That is about one-tenth reduction in funds, and it reduced the program by two-thirds, or at least two-thirds of the schools.

Wasn't that a rather drastic move to make with that small reduction in funds? Do I understand this right, or have I misunderstood something here?

Mr. Henley. I think that the school system in the beginning felt that all children who are economically and educationally handicapped, ought to benefit from title I funds. So we have covered a large area and a large number of children.

HEW told us that we needed to concentrate our funds on a smaller number of students, and following their guidelines, we reduced the number of schools participating as well as the number of students, down to the 35 we are operating with now.

Mr. Landgrebe. In other words, even though you realized there are 65,000 who fall into your category somewhat, you have concentrated on 10,000 with those funds?

Mr. Henley. That is right.

Mr. Landgrebe. You mentioned one of the categories here to assess the needs of children, the economic needs. How does that tie into your teaching program? Do you provide clothing for these children?

Mr. Henley. We do provide clothing, and eyeglasses, but also we provide funds for students to learn to work, work scholarships, where they can work in other areas and be paid as they work. This is one way of addressing these economic needs.

So there is the clothing, the need for glasses, for hearing aids, all of these are factors which influence attendance in the school, which is important to us. And so we address our programs to meet some of these needs.

Mr. Landgrebe. You answered one of the chairman's questions that vandalism has been reduced in these schools because of this title I money being available. Do you have any figures on this, any actual money or cost for replacement of glass or anything in the school?

Mr. Henley. That is the one which we could supply you, which would show a relationship between the number of window panes broken the year prior to title I moneys, and then what has happened since, and since we initiated our community school programs within a building.

I said that I could not categorically say that there had been a change, because since you get a year where you don't have much vandalism, it could change. I think you need a little longer period to look at what is happening. But there is a trend, which is significant, particularly in these schools that are operating as community schools, which shows that vandalism is lessened at these buildings.

Mr. **Landgrebe.** Don't you think—you have been Acting Superintendent for how long?

Mr. **Henley.** Since August, sir, this time. I was Acting Superintendent once before.

Mr. **Landgrebe.** I observed this school is in excellent shape. I visited a junior high school recently in extremely bad shape. Obviously there is a great deal of vandalism and lack of respect on the part of the children.

How are you going to try to achieve a better discipline throughout the schools generally?

Mr. **Henley.** Oh, sir, we have taken a number of steps to improve discipline. We have added to our staff some 80 community aides who work with the students in our schools. We have improved our procedures for informing parents when there is class cutting, when students are absent from school. We have proposed to the Board of Education, and it has agreed upon, a total safety package which I will submit to you, if you wish it.

I think though, that again, discipline is related to what happens in the classroom. And that is why title I is important, because we can make exciting things happen in the classroom. And as we have exciting things happening in a classroom, as we have good programs occurring in the school building, as you heard the young people here at Cardozo testify this morning, as we develop that kind of a program, the problems of discipline are lessened.

Mr. **Landgrebe.** I would agree with your later statement, that is for sure, that you will not be able to attract the best teachers until you have some minimum standards of discipline, and it is a snowballing thing. After you get the good teachers and have the right spirit and attitude, the discipline will tend to take care of itself, too.

One more question: On page 5 you mention additional funds are needed because the regular budget appropriations must be distributed equally throughout the city. Now, the same Congress, as I understand it, appropriates—doesn't appropriate maybe specific budgets, but we do appropriate funds for the schools, to supplement to the District funds.

As I understand this statement, we discussed it at some length the other day, the matter of equal distribution of the money in the regular budget, and yet we say title I funds, we concentrate those on 10,000 when you have got 150,000 pupils.

Now, don't you think the Congress should take some action to give you a little bit more leaway in handling your funds, regular funds, for education, so you can put them—not all, but concentrate in areas where you need additional money? Don't you think that is rather a rigid ruling, or a ruling that makes it difficult for you to do the best job you could in the District for all the kiddies in all the schools?

Mr. **Henley.** Well, I think that we need some flexibility in the handling of our money.

Mr. **Landgrebe.** That is what I mean, flexibility.

Mr. **Henley.** That would be of extreme value to us. You know, our budget is prepared considerably in advance of the time it is finally given to us, and within that period there can be changes that have occurred and to which we would want to address ourselves, if we had flexibility. I do think as a system whatever funds we get from Congress in our regular budget ought to be distributed equally across the city, and then on top of that, we put these Federal funds, which address themselves to the compensatory programs that are needed by the educationally handicapped.

Mr. Landgrebe. I will close with a statement rather than a question. Personally, I am a very strong advocate of equal opportunities for all students in our country.

Thank you, Mr. Chairman.

Chairman Perkins. Mr. Clay?

Mr. Clay. Yes, Mr. Chairman.

I have a statement I would like to make before I ask one question of Mr. Henley. I was saddened and deeply disturbed this morning when I turned on my television set and saw a Negro who holds a responsible position in the District of Columbia make the statement that we should go outside of the city of Washington, D.C., to find a person to fill the vacancy of Superintendent of Public Schools.

I was disturbed because I heard a Negro make this statement. This is a racist concept which is promoted whenever a community becomes predominantly black. I think it is an affront to individuals like Mr. Henley and to many others in this community who have given their lives to this educational system.

We are saying we haven't been able to develop the kind of expertise, the kind of quality to run this system, such as the District of Columbia school system, and I disagree with this statement. I disagree with its premise and conclusion.

I wanted to make that statement before I asked a question of Mr. Henley.

On page 1, Mr. Henley, in these figures that you have here for the title I money that has been allotted, during the year 1969–70 you show an estimated decrease in funding from the other 4 years.

Can you tell us why?

Mr. Henley. We were to operate at about 90 percent of the level for the previous year. We estimated 90 percent would be approximately $4.6 million, because we are operating under a continuing resolution. I think Harris Taylor can answer that at little better than I can. But that is the reason, I believe.

Mr. Clay. Well, did the funding reach the level of last year?

Mr. Henley. $5.4 million.

Mr. Clay. It did exceed.

Chairman Perkins. That is with the additional funding you are considering.

Mr. Clay. I have no other questions, Mr. Chairman.

Chairman Perkins. You plan to use the additional funding more or less for summer school programs?

Mr. Henley. Yes; oh, yes.

Chairman Perkins. But you could have easily used two to three times that, and well and efficiently utilized it if it had been available earlier last school year?

Mr. Henley. Absolutely, sir.

Chairman **Perkins**. Dr. Henley, I personally want to compliment you on the way you are handling the school system. I feel that you are doing the best job possible in this system under the circumstances. I know that you are handicapped. I personally observed that, because of the failure of the Congress to make adequate funds available. But, I think you are doing an excellent job and taking advantage of the maximum facilities you have at your command.

Mr. **Henley**. Thank you very much.

Chairman **Perkins**. I would like to ask you one question in conclusion, and that concerns the school lunch program. Is your funding inadequate for free school lunches here in the District of Columbia?

Mr. **Henley**. We think, Mr. Chairman, that every child ought to have a free lunch. We now are serving free lunches to some 31,000 children. We have some difficulty, in terms of embarrassment and so on, as you know, when we have to single out children who receive free lunches. I think the real answer is there ought to be free lunches for all of our children.

Our estimate on that cost is something like $5 million. We don't have, at this point, the kitchens that are necessary, nor the kinds of transportation that would be necessary to deliver the lunches.

To every child who has been identified as being eligible for a free lunch, we serve a free lunch. We have made it possible that whenever a principal feels that a child ought to have the lunch, it is available to him.

On the secondary school level, there is a little difficulty. I think they are reluctant; those students are much more reluctant to be identified or to participate in the free lunch program.

I think the only answer is for us to provide these lunches for all children, as a right of children in this city. So that we have one estimate of $5 million which would do the total program across the city.

Chairman **Perkins**. Mr. Landgrebe, any further questions?

Mr. **Landgrebe**. Thank you for a fine presentation.

Chairman **Perkins**. Let me thank you again, Dr. Henley, for an excellent statement. I personally feel these hearings in the long run will be most advantageous, not only to this school system, but other school systems in great need throughout the country.

We will continue these hearings from time to time, and next year instead of holding the hearings in the schools, perhaps we should move to the regular committee room. But I will be looking forward to calling in personnel from your school system here, and yourself, along with panels, parents, and teachers, to do everything possible to improve the school system in the District of Columbia.

I know Mr. Landgrebe and Mr. Clay and all the other members of the committee feel the same way.

Mr. **Henley**. Thank you. May I say to you and your committee, Mr. Chairman, I want to express our appreciation for your coming into the schools. It is seldom that a Congressman comes into our schools, sees for himself what is occurring there, gets a firsthand view, a bird's eye view, of what is going on in our schools.

I think it means something to the persons working in the schools, the staff, but also it means a great deal to our students. Then you offered a chance to our students to make their presentation to the Congress, which I think is important to them.

I want to express on behalf of the public school system our delight for having you here and holding these hearings in one of our school buildings.

Chairman **Perkins**. Perhaps we should alternate in the future, some hearings in the classrooms, and hearings in the schools, so these children can see just what is taking place.

Mr. **Henley**. I think it is important to see how our Government operates and to meet you.

Chairman **Perkins**. Thank you very much for your appearance before this committee.

We will now hear from Julius J. Jacobs, Director of the Food Services Department of the District of Columbia Public Schools, concerning the need for more funds to make available free and reduced price lunches in the District of Columbia.

Legislation under section 32 of the Agricultural Adjustment Act of 1935 has made funds available in the past. And I am of the opinion that legislation will again be necessary.

We are delighted to hear from you this year as to whether additional funds are needed. I make this statement because the President last week stated that he wanted to see that every school child in the country had a free or reduced price lunch by Thanksgiving of this year. I think it is our duty to assist the President in every way possible in bringing this about.

We will be delighted to hear from you concerning the lunch program in the District of Columbia.

STATEMENT OF JULIUS J. JACOBS, DIRECTOR, FOOD SERVICES DEPARTMENT, DISTRICT OF COLUMBIA PUBLIC SCHOOL SYSTEM

Mr. **Jacobs**. The District of Columbia schools serve approximately 148,000 students, of whom 94,000 are enrolled in the 140 elementary schools and 54,000 in 46 secondary schools. Presently, full lunch services are available in all 46 secondary schools and in 43 elementary schools.

Of the 140 elementary schools, 43 have kitchens and provide full lunch services for all pupils, and there are 97 school buildings at this time without kitchens. Of this 97, there are eight with no identified needy or lunch programs.

Our present lunch program reaches a daily average of 48,000 pupils in the type A lunch program and an estimated 12,000 who participate in secondary schools serving a la carte items. Of the 48,000 participating in the type A lunch program, approximately 31,000 are receiving free lunch.

Under our present program, lunches are offered to needy pupils without cost and to pupils who have not been designated as needy at the cost of 25 cents per lunch in the elementary schools, or $1.15 for a weekly lunch ticket; and 30 cents per lunch in the secondary schools, or $1.35 for a five meal lunch ticket.

Needy pupils attending 89 elementary schools without kitchens are provided lunches via a satellite feeding program. In this program, hot lunches are prepared in schools with kitchen facilities. The same lunch is provided to pupils in schools with facilities and those without facilities with the exception of a few schools, 16, with very small numbers, usually less than 15, in which it is not technically feasible to provide hot lunches.

Needy pupils at these schools are provided with a type A lunch meeting all the nutritional requirements. Our observation has been that the acceptability has been good.

In addition to the public schools, the food services department provides lunches for four title I parochial schools.

Breakfast programs are provided in 109 schools. A daily average of 13,000 needy students participate in the breakfast program. The District of Columbia has operated an elementary milk program in schools for several years. This program is financed from District appropriations, and the USDA special milk fund provides a one-half-pint serving of milk to each elementary school pupil without regard to economic status. This program currently provides a daily average of 79,000 half pints of milk in 167 public and private elementary schools.

The question of numbers of needy pupils that exist and the number that are being served is a constant question being raised by all persons concerned about food, nutrition, and child feeding programs. It is our feeling that under the present policies and procedures there should be no question as to the determination of eligibility in the designation of needy pupils in the District of Columbia schools, and in other District of Columbia private schools currently participating in the national school lunch program.

At the present time we are serving a daily average of 31,000 needy pupils. The main focus of our program is toward developing a system whereby lunches can be provided for all pupils and hopefully without direct cost to any pupil similar to text books, the elementary milk program, and other educational, health, and nutritional services offered by the school system.

We feel very strongly that in a school system such as in Washington, D.C., where we observe a change in the makeup of the student body and a major increase of pupils from the lower economic level making up a majority of the school body, to move in the direction of providing food, health, and nutritional services on the same basis as other educational services is both feasible, educationally desirable, and from an administrative point of view, the only practical approach of eliminating the problems inherent in pupil identification.

Also we should provide food services in a manner that does not embarrass, humiliate, degrade, or cause irreparable psychological or emotional damage to children.

Our best estimates are that if we were to adopt a policy of feeding all pupils on the basis of health and nutritional requirements, the acceptability of the program on the part of pupils, faculty, and administrators would be immeasurably increased. We also feel that the participation in the program would triple and that the unit cost per meal could be reduced by approximately 20 to 25 percent. We feel that the major focus and attention in our program should be toward (1) the adoption of a policy by the District relaxing eligibility requirements which would provide food services on the basis of health and nutritional requirements; (2) the development of a regional kitchen and delivery system concept as recommended in a recent management study by Food Service Management Associates, Ltd.—basically, this would involve the initial establishment of a regional kitchen in the

Anacostia area which would have the capacity of producing food in one facility for approximately 20 to 25 schools; (3) that nutrition education courses be provided for all elementary teachers. We feel that the food programs will never reach their full potential as long as they are considered to be peripheral educational services.

Thank you.

Chairman **Perkins**. Percentagewise, how much money do you receive from the Federal Government for free lunches and reduced price lunches?

Mr. **Jacobs**. Approximately 40 percent.

Chairman **Perkins**. That is approximately what figure?

Mr. **Jacobs**. About $1.7 million.

Chairman **Perkins**. Now, you have presented your needs, but you did not give us a dollar figure. How much more money would you actually need to do the job that you feel should be done here in the District of Columbia school system for free and reduced price lunches?

Mr. **Jacobs**. The problem, Mr. Chairman, is similar to what Mr. Henley pointed out. There is the problem that is involved with the identification and the reluctance at the secondary level for some who possibly would be technically eligible to participate.

We have the figure of 31,000 that we are serving free. We do feel that the eligibility criteria possibly should be looked at. The present income scale level is possibly in need of adjustment, because under our present setup, in a family of, let us say, a mother and three children, where the mother is employed and earns more than $3,000, the children are not eligible under the free lunch program.

However, the principal could make the administrative decision because of the other factors. And we do feel that probably some adjustment along that line is necessary.

We do not have a fixed figure. There are estimates that we should possibly be serving as high as 65,000. And we do feel that the figure Mr. Henley mentioned, around $5 million, would do the job as we see it.

Chairman **Perkins**. That would be how much more than you have now, about $3.5 million?

Mr. **Jacobs**. We are talking about an increase of $5 million, rather than the total amount.

Chairman **Perkins**. Yes. Mr. Landgrebe?

Mr. **Landgrebe**. I don't believe I have any questions. I can understand your problems in trying to find that line in the present system, what child should have a free lunch and which shouldn't, and try to work out the details. I don't mean that I don't appreciate your fine presentation.

It would look to me like we are moving in that direction, and how soon we will be providing the money and the facilities so that all children in the elementary schools have free lunches, I think it is just a matter of time and working out the problems and the financings.

I don't have anything to quarrel with on your presentation, so thank you, very kindly.

Chairman **Perkins**. Thank you very much.

At this time the hearings are concluded. Let me thank all of you for participating and cooperating with us. And I particularly want to thank the school system for making this building available for the hearings.

If there are no further questions the committee will now adjourn.

(Whereupon, at 11:20 a.m. the subcommittee adjourned.)

OVERSIGHT HEARINGS ON ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

SATURDAY, MAY 23, 1970

House of Representatives,
Committee on Education and Labor.
Los Angeles, Calif.

The committee met at 9:30 a.m., pursuant to notice, in room 8120, Federal Building, 11000 Wilshire Boulevard, Los Angeles, Calif., Hon. Alphonzo Bell presiding.

Present: Representatives Hawkins, Clay, Landgrebe, and Bell.

Staff members present: Mrs. Marian Wyman, Mr. Benjamin Reeves, Miss Louise M. Dargans, and Mr. Charles Radcliffe.

Mr. Hawkins. The Committee on Education and Labor of the House of Representatives will now come to order.

The chairman of the committee, Mr. Perkins, unfortunately, could not be with us in Los Angeles. He has sent a telegram which I will read because it says some rather nice things about two of us. The telegram reads:

> Regret very much that a situation in Kentucky came up which prevented me from making this inspection trip and participating in this hearing.
>
> I long wanted to have an opportunity to express publicly, in their home town, my respect and admiration for two of the most constructive members of the Committee, Al Bell and Gus Hawkins.
>
> I can always count on them to quickly grasp the legislative problems we face as we come to grips with the day's major social problems.
>
> Over the years, their suggestions have contributed to solutions.
>
> These hearings and the inspections by members and staff in southern California, are part of our program of in depth review of the educational programs we authorize.
>
> This is the first time since its enactment in 1965, that this Committee has been able to afford the time for such a look at the Elementary and Secondary Education Act.
>
> Always, before we no sooner completed one round of extensions and amendments when it was time to start a second.
>
> Earlier this year, however, Congress completed action on and the President signed a bill extending the Act for three years.
>
> We began our study in Washington where, as has been done in Los Angeles, the limited Title I money has been concentrated on a few schools with the greatest concentration of eligible children.
>
> During our study, we found—
>
> (1) In the District of Columbia, Title I funds are being targeted to the area of greatest need. However, the need for Title I programs and services far exceeds the available Title I funds;
>
> (2) In the District of Columbia, there is a direct relationship between the achievement of children and Title I funds and the rate of achievement is directly related to the level of funding;
>
> (3) The greatest single deficiency in the operation of Title I in the District of Columbia is the lack of adequate funds to reach all of the children who need special educational services and to do the job fully, in schools where people like those in the audience here, in Los Angeles, have shown me they know how to do it.

That is the end of the telegram, signed by Carl D. Perkins, chairman of the committee.

I think that that telegram will serve as the opening statement for this hearing in Los Angeles.

We have present with us this morning, on my far right, Congressman Clay from the State of Missouri, and on my left, Mr. Landgrebe from the State of Indiana, and to my immediate right, our most distinguished member of this committee and the member in whose district we meet today, the Honorable Al Bell. Certainly no member of the committee—and perhaps no Member of the Congress—has done any more in the field of education than has our distinguished colleague in whose district we meet today, Mr. Bell.

On behalf of the committee and certainly, on behalf of the chairman of this committee, I wish to extend to him our thanks and appreciation not only for what he has done but for also making this meeting today possible and all of the courtesy that he has given to each and every one of us on this committee.

And that only serves to introduce him and also at this time to turn the gavel of this meeting—a gavel which I do not possess, but one, if I did, would certainly at this time be handed over to him to preside over the meeting in this particular congressional district.

Mr. Bell.

Mr. Bell. Thank you, Mr. Hawkins and Mr. Clay and Mr. Landgrebe and ladies and gentlemen who are attending the hearing.

It is a real pleasure to be here and to have this hearing in this district, in my district, and I am sure that we will find it a very productive session.

Five years ago, Congress took the most dramatic step in a century in the field of education, with the passage of the Elementary and Secondary Education Act.

The Federal Government had a vital responsibility in helping to provide the children of our disadvantaged areas with the kind of education they needed and clearly were not then getting.

It still has this responsibility.

Title I of the act is aimed at helping the educationally deprived among the 5 million schoolchildren in the 15 major American cities.

In fiscal 1968 and fiscal 1969, Congress appropriated over $2.3 billion for title I of ESEA. But the most recent appropriation was substantially less than that requested.

There has been mounting criticism of these programs. A purpose of our meeting today is to consider this criticism. I do not believe it is necessary for any of us on this committee to defend categorically the results of title I. Nor do I believe it is justifiable for any one to denounce them categorically.

Many of the programs are so new that judgment of them would be premature. The results of others have admittedly been less than we hoped for 5 years ago. But the need for programs of compensatory education has not diminished. More likely, it has increased.

What we must do now is look at these programs to see which have been successful, and many have. And to examine those which have not been as effective as we had hoped. And, most important, to try to see what makes the difference.

For it is clear to me that we must continue to build on the successes we have had, and we must continue to experiment, even at the risk of other disappointments.

And this is why these hearings this week in Los Angeles are important to anyone who is interested in the future of education in this community and in the Nation.

First of all, we have a—we are going to handle this in panels and we have, first of all, a panel from the State department of education, the division of compensatory education.

Can you hear me in the back of the room?

Dr. Leo Lopez, division chief of administrative unit, and Mrs. Ruth L. Holloway, bureau chief, program development unit. Are they here? Would you come forward and sit down, and Mrs. Holloway, too, please, just sit down.

If you would, just testify in any manner which you care to. If you have a statement you would like to read or if you have a statement that you would like to put in the record and summarize, that would be satisfactory.

Dr. LOPEZ. Thank you, Mr. Bell, Congressman Hawkins, Congressman Landgrebe and Congressman Clay. We are very pleased and happy to have the privilege and, really, the honor to report to you on compensatory education in California, since the event of ESEA title I. Purposely, we are going to keep our remarks brief, to the point. We are going to tell it like it has been and like it is. We do not believe in making excuses or priding ourselves for perhaps providing too glowing a picture, but we are going to tell it like it is, in California.

Mr. BELL. Excuse me, Dr. Lopez.

Can you hear, back there?

Be sure and talk right into the mike.

Dr. LOPEZ. I would like to introduce the assistant director, Dr. Babbitts, Dr. Milton Babbitts, from the division; and we have already introduced Mrs. Holloway, who is chief of our program development; and to my extreme left is Dr. Vincent Madden, from our bureau of program evaluation and research, so they will handle many of the technical questions and specifics that you might like to ask.

STATEMENTS OF DR. LEO LOPEZ, DIVISION CHIEF, ADMINISTRATIVE UNIT, STATE DEPARTMENT OF EDUCATION, DIVISION OF COMPENSATORY EDUCATION; MRS. RUTH L. HOLLOWAY, BUREAU CHIEF, PROGRAM DEVELOPMENT UNIT; DR. MILTON BABBITS, ASSISTANT DIVISION DIRECTOR; AND DR. VINCENT MADDEN, BUREAU OF PROGRAM EVALUATION AND RESEARCH

Dr. LOPEZ. I would like to have the privilege of reading to you a prepared statement, with the facts as they are, and then, we would like to have you ask us questions, if you wish.

The Division of Compensatory Education of California State Department of Education is pleased to report that compensatory education programs in California have helped poor children and that we firmly predict increasing effectiveness as we apply the lessons learned from our experiences of the past few years.

After expending $295 million to provide services to 1,180,000 children in the past 4 years, we can identify significant academic achievement that is well above prior expectations and results obtained from children whose lives have been gripped by the vise of poverty.

In the years prior to the establishment of title I, ESEA, school achievement at a rate of 6 months of learning for each 10 months of school attendance was the normal expectation for children in the most impacted concentrations of poverty in our State.

By 1968, 9.6 percent of our participating children were achieving at least 1 year per year of instruction.

Last year, by June 1969, we again experienced a marked improvement with 14.1 percent of our participating children achieving 1½ years or more per year of instruction and 50.1 percent achieving 1 year per year of instruction.

These definitive gains are not solely the result of increased expenditures for the education of poor children but represent the establishment of effective program guidelines that are based upon our study of the program activities that will provide the most cost effective results.

We have been able to demonstrate that supplementary expenditure levels of $300 per participating child are essential if the comprehensive academic and supportive services required for success are to be made available to poor children.

This resource has been used to provide a primary emphasis on scholastic achievement in reading and mathematics and supportive services such as parent involvement and participation; nutrition, health counseling and psychological services; inservice training of project personnel; and intergroup relations activities.

We have also required that the limited funds be concentrated in services to preschool through grade 6 with emphasis on longitudinal programs that provide each child with continuing support through the early childhood years.

Although the bulk of our title I funds have been expended for direct personnel services that involve the employment of teachers and thousands of aides recruited from the target area communities approximately 4 percent of our funds ($2.7 million) were expended in the past year for health services and food services.

It should be emphasized that our compensatory education program has moved forward on many fronts by providing services to children of low-income families within target areas from both public and nonpublic schools; to children in schools for the handicapped; to children in institutions for the delinquent and a most successful program for the children of migratory workers.

In all of our programs we have emphasized community participation and support and have mandated the establishment of district advisory committees and target school parent advisory groups.

I am extremely pleased at this time that you will have the Los Angeles Advisory Committee representative speak to you at a later time.

We feel that through the Los Angeles office here, or city schools, we have a representative group of people that are reflected throughout the State.

The State of California, through its legislative bodies, has continued to endorse and support compensatory education programs.

Each year, the State has provided $6.5 million for reduction in pupil-teacher ratio in our most impacted urban schools; $3 million for demonstration programs in reading and mathematics in our most impacted urban junior high schools and, this past year, an additional $5 million for schools with the greatest concentrations of poverty and the lowest achievement levels.

In the area of migrant education, the State has provided for the annual relocation of portable classrooms to provide facilities in school districts that are impacted by concentrations of migrant children.

The title I program has consistently advocated the use of innovative methods and the identification of more effective curricular strategies.

Not all of our innovative programs have been successful, lending at times to the claim that funds have not been used effectively.

Like any other program of this size, we must agree that there are, at times, ineffective practices, but we point to the overall quality and results of our program and emphasize that less than 1 percent of our funds have ever been extended in activities that, upon later review, represented only an exciting new idea that brought little results.

There are, however, larger problems to be faced if title I ESEA is to continue as a program of greater effectiveness.

We must acknowledge that the present funding level will still leave 40 or 50 percent of our poor children without services—40 or 50 percent of our children without services, I will repeat.

The timetable for congressional actions on appropriations often makes it impossible for our impoverished school districts to provide yearlong programs for their children and, finally, the impoverished financial condition of many of our largest urban school districts does not provide an adequate base upon which to build the supplementary services of compensatory education.

We are proud of our achievements in California and we acknowledge the need for continuing improvement.

With full appreciation of our obligation to the children of the poor, we intend to continue the measurable gains and achievement that we have registered in past years and to set even higher goals for our poor children in succeeding years.

Compensatory education does work effectively in California. And it does help poor children.

This terminates my presentation.

We welcome any questions that you might have and, perhaps, clarifications, at this time.

Mr. Bell. Mrs. Holloway, would you like to make a statement?

Mrs. Holloway. No, I would just like to reinforce any questions you might have.

Mr. Bell. Does either one of the other witnesses care to make any comments?

(No response.)

Mr. Bell. Well, thank you for your statement, Dr. Lopez, a very excellent statement. We appreciate your comments.

I am wondering what a part bilingual education has played in the development of some of the schools in the east side of town, like we were there yesterday at the Hollenbeck Junior High School and they indicated that there was some development of it but that it had not—that our particular funds, the Federal funds for bilingual education, had not really been of much benefit up to now because of the short time in which it has been used. Has this been the general feeling?

Dr. Lopez. Yes, that is correct. I think the amount of money that has been expended in bilingualism is just a drop in the bucket, so to speak. The other factor—and I am going to ask Mrs.——

Mr. Bell. On this, is it your feeling that there should be larger funding?

Dr. Lopez. Very definitely so.

I am going to ask Mrs. Holloway to speak to that point, too. This has been a concern of ours since a large amount of our money, in fact, is concentrated in the language development communication skills of which, in California, a large number of our youngsters, in fact, 14 percent of our population, school population, represents bilingual, Spanish-speaking youngsters; so, Ruth, would you speak to that.

Mrs. Holloway. Yes.

Mr. Chairman and members of the Congress, we have placed a high priority in title I on the language development skills.

That is just title I funds, now; you are addressing yourself to bilingual education in terms of title VII of the ESEA?

Mr. Bell. Yes.

Mrs. Holloway. And there are just inadequate funds to provide for all of the needs of the youngsters who are from bilingual backgrounds, so we would urge Congress to fund that more completely. However, we do not approve of projects under title I in our guidelines unless they make provisions for the needs of children from bilingual backgrounds, so it is a limited program in title I and I would sugest that there is a need to coordinate title I with title VII of ESEA so that we can expand our resources and coordinate our programs.

Dr. Lopez. I might add one additional thing. Generally, we think of the bilingual need where there is a heavy concentration of Mexican-American and Spanish-speaking youngsters in the State of California and very often, mistakenly, people think that we are talking about rural areas. This is not so. Eight-five percent of our Spanish-speaking youngsters are concentrated in urban areas with, of course, the highest concentration here in the Los Angeles City school area. So it is not a rural problem, the bilingual factor, it is also an urban problem. I thought this was a point to bring forth.

Mr. Bell. Yes. Your concept of the bilingual education program is primarily a program to use Spanish in some cases—in our cases, particularly—use Spanish until the child gets to a state where he can—has grasped enough English to go on with English from there. You do not try to continue the Spanish beyond a certain level, do you?

Dr. Lopez. That is correct. I think what it is—in other words, bilingualism is a program that takes the youngster where he is. If he comes to you speaking Spanish, then you will educate him in Spanish; and, in the process, you are also providing him with the English foundation and eventually, we hope that he will be able to communicate in two languages with—of course, I do not know whether we want to consider priorities, since—well, the priority would be the language spoken in this country, English, of course; but I think that, also the concept of bilingualism goes beyond the learning of a second language.

It also goes into what does a child think of himself: in the educational process, if we minimize the language that he brings from home, then what we are saying to him is, "What you have at home is no good." Therefore, a child will rationalize, "Therefore my parents are no good." So bilingualism really is not only a language process but it is also—it also develops an attitude in the child about himself, his environment, his family and his community, so we hope to teach more than how to say, "Good morning."

Mr. BELL. Dr. Lopez, there is one facet of this that I wanted to make clear because I am sure that you understand this, but, as you know, the original idea of the bilingual education was just an intermediary stage where it was just to teach the child until he became—like, in math, you could teach him in math, in history, in Spanish until he learned English. But there was a misunderstanding at one time.

I believe that some of the people in California felt that this was a continuing thing, that it would continue throughout school. I, personally, think that would be good, if we could but, financially this was only done just to get over this rough hump and I am sure that—I am glad to hear that you understand that because there was some misunderstanding for some time. In fact some of the funds were turned down because of a misunderstanding.

Dr. LOPEZ. Mrs. Holloway has something in this regard, because this has been a concern of ours, also.

Mrs. HALLOWAY. Yes, Mr. Bell. You are aware of the long history in California of the ESL Program, that English is a second language.

Mr. BELL. Yes.

Mrs. HOLLOWAY. And I think that bilingual education brings a new concept to the language development for children who come from homes where other than the major language is spoken and we do understand that the major language is English but we also recognize that there is a distinct advantage to being able to speak two languages, so what we are trying to do, to try to reinforce what Dr. Lopez indicated, both languages are very important but we know that English, of course, is the national language of our country.

Mr. BELL. Yes.

Mrs. HOLLOWAY. And so, as youngsters learn, we have found, to speak their own language, their native language well, as they develop pride for their own heritage, they are better able to progress in the English language and we do have information to that regard, in some of our special programs.

Mr. BELL. Pardon me for digressing away from title I but I think this is a very important title, title VII, and it does fit in with our title I program.

Mrs. HOLLOWAY. Yes, it does.

Mr. BELL. You mentioned, Dr. Lopez, that you had about 40 or 50 percent of the youngsters under title I that are not really touched by this, these Federal funds, or aid through ESEA.

Dr. LOPEZ. That is correct.

Mr. BELL. I assume if it is that large a percentage that you feel the very strong need for an increase in title I funds and that this is probably perhaps the most important area of interest.

Is this correct?

Dr. **Lopez.** Very definitely. I think California is trying to demonstrate that you not only need adequate funds, sufficient funds to serve all children, but you need to provide enough money per child to really make a difference. Now, California took really a move forward when we decided, let's concentrate at least $300 per child; instead of taking the money and spreading it out and giving a little to everybody and, consequently, doing nothing to help a child, we took the option by saying we need at least $300 per child. And, therefore, that means serving less children; that means cutting back on the target schools; this means parents getting angry at us. This means—you know.

But we think that this is the intent of title I, that we really come out with meaningful evidence that, really, additional moneys do make a difference, if used properly. So we could have served double the number of youngsters that we are serving now but, really, we would not have been able to come up with the measurable success that we have up to this date.

So we are saying, yes, we need additional moneys and we need to provide comprehensive programs for them, not just a lunch for the youngster, not just a language program, not just a math program, but to meet his total needs.

I think this is a concept that we have adhered to and we intend to follow. For a rough figure, we think that if we are going to serve all the children in California, we are talking about close to a million youngsters and if we really seek them out we would find perhaps another half a million here and there in the isolated areas. So we are talking about over a million youngsters and we need a tremendous amount of money.

Mr. **Bell.** So we are just scratching surface, really.

Dr. **Lopez.** Very much so.

Mr. **Bell.** Mr. Hawkins?

Mr. **Hawkins.** Dr. Lopez, when was the change made to the new policy of concentrating $300 per child? In this State, was it done by the board of education, and when?

Dr. **Lopez.** I will ask Dr. Babbitts to speak to that and I am sure he has the data and so forth.

Dr. **Babbitts.** Milton Babbitts, assistant division chief.

After exhaustive analysis of our evaluation data and expenditure data, we went to the board of education prior to the beginning of last year's program and we suggested to them that in a comprehensive concentrated program we could produce results.

Accordingly, we adopted new guidelines which, as Dr. Lopez indicated, created considerable turmoil in this State by withdrawing target schools; and this program then has been effective for the 1969–70 school year.

Mr. **Hawkins.** I disagree a little bit that it was a movement forward, which I think was a phrase that you used, Dr. Lopez. It seems to me that it could be construed as a movement backward in that you were depriving at least 50 percent of the needy children of some assistance. It depends on what children you are talking about, doesn't it?

Dr. **Lopez.** I would like to have Mrs. Holloway speak to that because this is, of course, the argument of opposition, that we face, and this question came over time and time again. In fact, it still——

Mr. Hawkins. Suppose we face it this morning, in this hearing.

Dr. Lopez. Fine.

Mrs. Holloway, would you speak to that.

Mrs. Holloway. Mr. Hawkins, it, in our opinion, is a move forward in that the decision was made based upon our evaluation data that it was necessary to spend a minimum of $300 per child in order to get measurable gains and if, in fact, the goal of compensatory education is to increase the achievement of children and not just help a few children with, as Dr. Lopez indicated, a few fragmentary programs, it was necessary then to concentrate our resources.

Not only do we ask that $300 be spent on each child but that each child have six different components and I think it is very important for us to explain the decision.

It was based upon evaluation and based upon the measurable gains in other districts. Those components are, reading—and that is based upon the fact that most of the children we are concerned about don't read; mathematics, because most of the children don't compute very well, and that is necessary if they are going to make it in this society. It is very important that all of the staff involved with compensatory education be trained and educated and understand poverty and what it does to children and develop skills in teaching them, so staff development or inservice education is a requirement.

The other component is parent involvement and participation. We feel that our programs will not be successful unless the parents are not only involved in helping to program but also work as aides and volunteers in the instructional program itself. So parent involvement is one.

And then, auxiliary services, the health services, nutritional services, psychological counseling services are required.

And finally, the intergroup relation component which has to do with minority group history, human relations, in some instances, desegregation and integration.

Now, if districts are going to focus on those areas to the tune of $300 per child, although it is a difficult decision, I think that evaluation will bear us out that we will be able to make some gains that we can be proud of.

You are absolutely right. It did mean cutting back on the number of children served but perhaps we should, in our great wisdom, have made this decision in 1965, which would have been easy.

Mr. Hawkins. Well, I think you made a very persuasive argument—

Mrs. Holloway. Yes.

Mr. Hawkins (continuing). Why each child in need should have been given the $300 but at the same time, I think you opened yourself up to the criticism that a State which is legally responsible for supporting every child on a basis of equality has deprived other children of what you say is absolutely needed and I do not see how you can possibly defend the policy of the State in not adequately supporting every child, regardless.

I think you made a very wonderful argument and I agree with your argument but I do not see how you can possibly explain to parents of children who are not included in the program that they are not going to get an equal educational opportunity in California.

Dr. Lopez. Mr. Hawkins, I do not think we can ever explain and justify to any child and any parent why their children are not getting an equal educational opportunity. I think that there is no excuse in this State, this Nation of ours, not to provide all the resources that a child needs to achieve that educational equality that we are—is his right. But in the meantime, until we get to the point that we recognize this and we dedicate our State and national resources to that end, we are going to have to feed the hungry, so to speak, and your question is, "How can you determine which of two children is the hungriest when both of them need the nutrition?"

This is the hard thing that we have to do, if we are going to do what Congress intends us to do, to show concrete evidence that compensatory education does make a difference. It is a hard thing and I agree with you.

Mr. Hawkins. I am not trying to tell you what Congress should do. I am trying to tell you what the State should do.

Education is a legal responsibility of the State. It was assumed by the States. When we enacted the Elementary and Secondary Education Act, we had a tough time trying to convince States that we were not trying to control education, that we were not trying to interfere with the legal responsibility of the State.

Now, the State has assumed this legal responsibility and one of these days, some of the parents of children you are not now serving are going to sue you and you are going to be embarrassed and you are going to have to come up with some money. This is going to happen very soon.

I am only suggesting that you had better begin now to do what you are legally required to do and not leave it to parents to try to legally force you to do what you are legally required to do. It seems to me that it is pretty obvious that you are not serving over 50 percent of the children.

Mrs. Holloway. Mr. Hawkins. Excuse me.

Dr. Lopez. I was just going to say, my reaction would be, "Amen," to your statement because I do feel the State has the responsibility.

Mrs. Holloway. I was just going to indicate, California does spend in excess of $600 per pupil, so, to that extent, they are providing education to everyone. What we were talking about here was title I, the over and above $600; and that means that the children in the program—and, certainly, there are a lot of them that should be in that are not in. Even before we made the other decision, there were lots—are not being served, but every child in California—but, I agree with you that we need more money.

Mr. Hawkins. Do we also agree that title I money, as supplied by the Federal Government, is additional money?

Mrs. Holloway. Yes.

Mr. Hawkins. And that it is not a substitute for the State to anticipate that you are going to get this Federal money and to reduce local support?

Mrs. Holloway. Oh, we quite agree with that.

Mr. Hawkins. Is it not a fact that today, the State is contributing much less in State support than it did let us say 20 years ago?

Dr. Lopez. To answer that, Dr. Babbitts would like to respond to that.

Dr. Babbitts. If you consider the State's efforts as being a combination of both State and local taxes, then the State of California——

Mr. Hawkins. Let us confine it to the State. I am not talking about local taxpayers. I am talking about the State support, as a percentage of the total amount of non-Federal support for the schools.

Dr. Babbitts. If you are speaking of percentages rather than gross amount, gross amount per child, then it is correct that the percentage of State support for education has decreased over the years. In——

Mr. Hawkins. As a——

Dr. Babbitts. In terms of dollars provided per child, it has increased.

Mr. Hawkins. I am talking about percentages of the amount. But as a percentage of the amount——

Dr. Babbitts. You are correct.

Mr. Hawkins (continuing). As the Federal money has increased, since you have been receiving Federal support, title I, et cetera, the State support has actually decreased——

Dr. Babbitts. Yes.

Mr. Hawkins (continuing). Percentagewise.

Dr. Babbitts. Yes.

Mr. Hawkins. So that, in effect, what we have done is stand still, approximately.

Dr. Babbitts. Let us recognize that the Federal moneys coming into the State of California may only represent 2 or 3 percent of what is being expended on education in California.

May I also point out that Congress, in its authorization for title I, recognized that the need was substantially greater than the appropriation would demonstrate. Congress presented an authorization that would provide 50 percent above the State expenditure for each of these children, based on 1960 census data and then, the appropriations have never been above 50 percent of the authorization that was considered adequate at the time the law was passed.

Mr. Hawkins. Well, we certainly recognize that more Federal money is needed and I do not think anyone has worked harder than the members of this committee—certainly, the chairman of this committee, I think, has been accused of being too liberal in terms of Federal support; but I think the issue is whether or not this Federal money will be a substitute for, rather than supplementary to what States should be doing for themselves.

And if the State is going to keep reducing its share of support, then it is going to be very difficult for us to convince Members of Congress that we are helping children and not just helping the taxpayers of a State and that is the thing that we are faced with.

Dr. Lopez. We certainly agree with you, Congressman Hawkins, that compensatory education must be supplemental and must not supplant State effort and there is no question on that and I just say, "Amen" to your statements.

Mr. Landgrebe. I wonder, would you yield, Mr. Hawkins?

Mr. Hawkins. Yes.

Mr. Landgrebe. As a new Member of the Congress and as a member of this committee, my understanding is that this title I money was provided as an innovative approach and to provide money for experimentation in new programs, new concepts of education.

After a day in San Diego, I was very much impressed with the results that they seem to demonstrate in that area with the way they had used this Federal money as seed money. The—I think that my observation of this dialog here is the fact that you people are demonstrating, at least by figures, here, some very fascinating progress having been made and I do not think at this time, we need to be too critical of State, Federal, or local people in their efforts in the past.

We have provided—the Congress provided, before I was a member, the title I funds. We are here today—I am here to hear what sort of response or reactions and progress you have made with that money.

From the first page of your testimony, Dr. Lopez, it would indicate that you have hit on some very exciting things, the fact that you have chosen to spend $300 per child, you are spending that amount of money, you can demonstrate some real progress.

Now, the fact that you have helped some children, we should not be real critical of you. I think we should commend you for this. You have shown that this is—you have demonstrated that this money can be used, real progress can be made, has been made.

Now, of course, the next step is: Where do we go from here and where do we get the money so that we can take care of all the children rather than just to carry on with those few who are not a particular few but those who have obviously benefited very much from the funds that have been provided.

Dr. **Lopez.** Thank you.

Mr. **Hawkins.** Just one question.

Dr. Lopez, on page 1 of your statement, you indicated some of the achievements that had been made. You make the statement that by 1968—you use the phrase, 35.8 percent were achieving at least 1 year per year of instructions.

It seems to indicate that by 1968, that you had some rather encouraging results or improvements. Now, keeping in mind that the policy changed, as has been indicated, in the beginning of 1969, of concentrating money, I do not quite understand how you indicate such marked improvement prior to 1969 on a scattering of the money as compared with what you indicate is almost an absolute necessity to concentrate the money.

Would you kindly explain what seems to be somewhat of a contradiction.

Dr. **Lopez.** Fine. I will have Dr. Babbitts and Mrs. Holloway and Dr. Vince Madden explain. This comes from our Bureau of Evaluation Research and so, Vin, would you enlighten us here and then we will have Dr. Babbitts speak to it.

Dr. **Madden.** Vince Madden, evaluation research.

Mr. Hawkins, the data that are presented here on page 1 basically represent the percent of students who had received a particular amount of progress and the 35.8 percent that you are referring to is a gain that is normal or should be normal for all of our schoolchildren. That is, we assume that they should be able to make a year's gain for each year they are in school.

In reference to children of the disadvantaged communities, when we are talking about 35.8 percent, there are still 65.8 percent of those students who are probably receiving less than that particular amount of gain. The fact that the figures in 1969 increased to 50 percent of the children that received at least a year of gain still indicates to us that 50 percent are not receiving that year of gain and there are, of course, compounding reasons as to why that is happening.

We have indicated, also, that approximately 14 percent or 15 percent are receiving about a year and a half of gain. These are all with reference to reading scores.

In terms of our concentration of figures, these data have not been analyzed yet. In fact, this was our first full academic year where that had taken place and this information probably will not be available much before October or November, where we have had this concentrated effort.

Mr. Hawkins. What you are, in effect, saying, is that by 1968, approximately 65 percent were not being reached or were not making gains on the theory of scattering the money and since that time, about 50 percent——

Dr. Madden. That is right.

Mr. Hawkins (continuing). Are not making gains.

Dr. Madden. Yes.

Mr. Hawkins. So that there is a difference of about 15 percent in the two theories of whether you scatter the money or whether you concentrate it.

Mr. Clay. I think he is only talking about those presently receiving title I support.

Is that correct?

Dr. Madden. Yes. Title I support.

Mr. Hawkins. That would be true after 1969 but I assume that prior to 1968, that you were giving it to many more schools, in other words, a much larger group.

Dr. Madden. It was still a title I group but it was not as concentrated as it was in the past year.

Mr. Hawkins. It must have been a much larger number of children.

Dr. Madden. Yes. We are talking about 300,000 children versus 280,000—260,000, more recent years.

Mrs. Holloway. Mr. Hawkins, prior to our new policy, as it were, California has always asked that districts concentrate their services. It is just a matter of concentrating them to what extent; but we have always indicated in our State guidelines here that children need more than remedial reading, for example. So we have always had a policy of concentration. It was not as restrictive as it is currently.

Mr. Hawkins. I just object to the policy of too little being divided among some children——

Mrs. Holloway. Yes.

Mr. Hawkins (continuing). Rather than facing up to the adequacies of a school system in terms of giving every child an equal education. Until we do that, it seems to me that none of us can rest.

Dr. Babbitts. If I may, I have one other interpretation that could be helpful.

With the State receiving an average of $150 per child from title I, you have to recognize that not every district was expending $150.

We had arranged some districts would try to get by with less, some spending as much as $400 per child, which gave us the basis for the analysis.

We asked ourselves why is there so much failure with all of the gross amount of money going in. And in the analysis we discovered that the school districts have provided around this $300 level—those that have provided this were the ones that were giving us the results and when they got down to that 190 and below level, people may have felt good because something was happening, but we were not getting the academic achievement.

Mr. **Bell.** Mr. Clay.

Mr. **Clay.** In Dr. Lopez' statement, he says that by 1968, 45.4 percent of those participating in title I programs had achieved better than 1 year, which leaves 54.6 percent who apparently achieved less than 1 year.

Dr. Babbitts, you said that there are compounding reasons why they are not receiving gains. Tell us what some of these reasons are.

Dr. **Madden.** I had indicated that when we looked at the coin from the other side, there were still children who had not attained that year's gain which had been expected of them. Part of the problem was the lack of concentration of particular services on children who had been properly identified and this lack of concentration on services indicated a scattering, basically, as far as their reading scores were concerned.

A lack of concentration also indicated to us that part of the problems perhaps indicated was the financial problem where districts had been spending less than $190 or $200 per child. There was no demonstrable gain as far as achievement was concerned.

Mr. **Clay.** How does the achievement of those in title I programs compare with those who ought to be in title I programs but are not in those programs?

Dr. **Madden.** Prior to title I, in 1965 and 1966—and I think we are still able to document this fairly well—children from disadvantaged areas, from poverty areas, were probably attaining about 70 percent of what children in nonpoverty areas were attaining.

At this point in time, I think that we could probably suspect that there are many title I students who are attaining approximately nine-tenths to a year's gain, which is what we would normally expect from them. In fact, from our 1969 data here, on page 1, we have 50 percent who are attaining that year's gain and still 50 percent who are lacking it.

Mrs. **Holloway.** I would just like to add one other comment, there.

The children who achieve 50 percent of what most children achieve get further behind the longer they stay in school, if nothing happens to correct that. And, in fact, title I has intervened, and helped to overcome some of that, but we know that if a youngster is underachieving 1 year, for example, in the third grade, by the time he is in seventh grade, he is underachieving 2 to 3 years in reading, for example.

So title I has been a tremendous help in helping to stop the gap from growing wider as they progress through school.

Mr. **Clay.** What has been the effect on title I programs for children who were in title I programs but who are not in them now because of, as you say, lack of money?

Dr. **Madden.** We do not have any research data to indicate what has happened because, of course, the thing we are responsible for is the children who are participating in title I.

We have, however, continually urged that children cannot overcome the handicaps of poverty through education in just 1 year; that we would hope that many would be maintained in the program for much longer periods of time.

As far as a deficiency statement as to what happens to those who do not continue, we do not have any information.

Mr. Clay. You do not attempt to follow through and find out?

Mrs. Holloway, you indicated earlier that the State of California is spending in excess of $900 per student on education.

Mrs. Holloway. No, no. They are spending in excess of $600 per child. That is the average expenditure, statewide, and I indicated that with the additional $300 for those children that participate in title I, the combined amount would be around $900.

Mr. Clay. In the city of Los Angeles, we are spending $900 per child on those students in title I programs?

Mrs. Holloway. That is correct.

Mr. Clay. Mr. Hawkins, is that what the record shows?

Mr. Landgrebe. Local support——

Mr. Clay. I saw some schools——

Mr. Hawkins. That is an average, I would assume.

Mrs. Holloway. Yes, that is a statewide average.

Mr. Hawkins. There are some glaring differences from that average.

Mr. Clay. How much is the school system of Los Angeles spending per child?

Mrs. Holloway. I believe that Dr. Sullivan could respond to that when he is here but the average statewide is in excess of $600. I am sorry I do not have that information.

Mr. Clay. And the $300 is on top of that?

Mrs. Holloway. Yes. The moneys for title I are over and above regular district expenditure.

Mr. Clay. Everybody working in title I is paid from title I funds?

Mrs. Holloway. Everyone working in compensatory education is not paid from title I because we have some State compensatory education programs and we ask that districts combine the State compensatory education programs with the Federal or title I compensatory education program so that in many instances, we have State and Federal expenditure.

Mr. Clay. How do you arrive at the local contribution for the title I student that is—I have a difficult time figuring out where the local money is coming into these programs; and you say it is approximately $900 per student but I cannot figure out where the local contribution is. Can you give me the formula?

Dr. Lopez. Dr. Babbitts, would you——

Dr. Babbitts. I believe we will be able to give you actual data on this as we institute the new comparability guidelines.

Until now, we have had to rely upon evidence that the school district, through audit, has in fact spent these moneys, the $300 over and above, for services given only to these schools and maintained their own level of expenditure. The actual evidence can be found in class size, in provision of materials and services that are not found outside the target schools, in extra supplies, in the employment of aides and so on.

We have a regular annual school audit which demonstrates, in a fiscal way, that the district does expend its 600 or so dollars for each child and that the title I money is, in effect, supplementary to the district expenditure.

Mr. Clay. For each child in that particular school where the title I program is going on?

Dr. Babbitts. This is a refinement which we think is excellent that will be brought about by the new comparability guidelines. We will now have a legal basis, by regulation, to require the data be provided by school. Heretofore, we were limited to a districtwide figure and had to rely upon auditors to make spot checks on our own monitor review process in order to ascertain in fact that these funds were supplementary.

Dr. Lopez. Mr. Clay, your question is very apropos and also a concern of ours until this year when the Congress passed the comparability act or requirement. Up to that point, all we had was the district's word and that of various auditors, but we ourselves do not make a review. I think we will have more of that information now in this coming year.

Mr. Clay. Dr. Lopez, you seem to be very concerned about feeding hungry children. You made that statement two or three times and in your testimony here, you mention it. How many hungry children in the city of Los Angeles are receiving free lunch programs, free lunches?

Dr. Lopez. I wish I could answer that, Mr. Clay. I think Dr. Graham, from the Los Angeles City Schools, will be here. He is speaking after this panel. I suggest that he answer this question.

I will make a general statement to the effect that in the State of California, there are still many youngsters coming to school without having breakfast or lunch and I do not think that we have carried out our responsibility in that area.

Mr. Clay Are there any children in the public schools of Los Angeles who are receiving free lunches?

Dr. Lopez. Yes, I am sure, certain, that there are children in the Los Angeles City Schools and to what extent, I do not know and you will have to ask Dr. Graham for that.

Mr. Clay. The State does not have any responsibility? You spent 4 percent of your funds, you say, $2.7 million for food services and health services.

Dr. Lopez. Yes. I will have Mrs. Holloway speak to that: but we do have—we are providing lunches for kids in the Los Angeles City Schools.

Mrs. Holloway. Mr. Clay, the school lunch program is administered by the State department of education. It is a separate program from title I, per se. There is a different person who administers that program.

I do believe Los Angeles City receives free lunch programs and it is coordinated with title I. The funds for free lunches are not adequate to serve all of the children statewide in California and so, it is necessary for title I funds to be expended in that way, also, and we have, in some instances, breakfasts as well as lunches in title I, for title I children.

Mr. Clay. How many are participating in the breakfast program?

Mrs. Holloway. I am sorry, I do not have that information. Perhaps our evaluations might have—Let me check that. Most of the breakfast programs are for preschool and kindergarten children, however. The lunches tend to be for the other children.

Mr. Clay. I know you have a breakfast program here but I understand the Panthers are providing that. [Laughter.]

Mrs. Holloway. We get all the help we can from any source we can.

Mr. Clay. Do you have a subsidized milk program in the State or in the city of Los Angeles?

Mrs. Holloway. Yes, we do have, and it is administered also by the State department of education. Mr. Hemphill is the person responsible for this.

Mr. Clay. Does any one of you know about this program? Can you answer some questions relative to this milk program?

Mrs. Holloway. I do not have technical information about it. I know, generally, that it is given to the areas that are impacted with children from low-income families.

Mr. Clay. How much does this milk cost?

Mrs. Holloway. We do not have the details. I understand that the district must request it. We still have districts there that, for some reason or other, do not request this and I think this is wrong and unless we—we have had districts—and this is not in the Los Angeles area. This is outside of the area—that just do not believe in treating children differently, according to their words, that if they are going to feed one youngster, they should feed all of them.

Mr. Clay. I am talking about milk, now.

Dr. Lopez. This includes milk and any nourishment. The district must supply this.

Mr. Clay. I was in a school yesterday and under the Federal subsidized program, milk was selling for 7 cents a carton. How much does milk sell for—that same carton of milk, how much does it sell for in the grocery store?

Dr. Lopez. Who has the—I don't know.

Mrs. Holloway. We don't know.

Dr. Babbitts. We pay about 21 to 24 cents a quart.

Mr. Clay. Twenty-one——

From the Audience. Ten to 15.

Mrs. Holloway. We really don't have that information.

Mr. Clay. This was a third of a quart. How much does a quart of milk sell for in the grocery stores?

From the Audience. Twenty-seven cents.

Mr. Clay. So it is 9 cents for a third of a quart. And you mean the subsidization is only 2 cents per carton?

Dr. Lopez. If you use those figures, evidently it is.

Dr. Babbitts. I don't know.

Mr. Clay. Why is it that in other parts of the country, school kids can buy milk for 2 cents, 3 cents a carton and why is it 7 cents here?

Dr. Lopez. That is a good question.

Mrs. Holloway. I think that we should check into this when we go back to the State——

Dr. Babbitts. You have a technical problem here relating to the way milk is handled in California. I understand that you can buy milk on military installations at considerably lower prices than you can buy it in your stores for civilians. This is a problem. I cannot give you the details but there is a technical problem relating to milk distribution in the laws in California.

Mr. Clay. Is there a State law that children in secondary schools cannot leave the grounds and go out for lunch?

Mrs. Holloway. Not a State. It is a local district policy.

Dr. Lopez. It is a local district policy.

Mr. Clay. The reason I asked this question is that we were in one school yesterday and the cost of food, the cost of hot dogs and hamburgers inside the school was more expensive than it was right across the street. In fact, hot dogs were 6 cents more expensive inside the school than they were across the street; and they have a rule that the kids cannot leave the grounds and they have got armed guards there that prevent them from leaving the grounds during the lunch hour. Does the State have anything to say about policies like that?

Dr. Lopez. This is strictly a local responsibility and I do not think the State has a right to interfere in this or at least we have not intervened in those matters.

Mr. Clay. Are those guards paid for out of title I money?

Dr. Lopez. I certainly hope not.

Mrs. Holloway. I hope not.

Mr. Clay. Will you check it for me, please?

Mrs. Holloway. I sure will.

Mr. Clay. I am talking about Hollenbeck School. There, they had guards, security guards—I did not see the arms. I should not say, "armed guards."

Mr. Hawkins. I think you have us a little confused with St. Louis.

Mr. Clay. Of course, with some of the trouble out here, you probably need armed guards.

Mr. Bell. Mr. Landgrebe.

Mr. Landgrebe. I have no further questions.

Mr. Bell. Thank you very much, Dr. Lopez and Mrs. Holloway and Dr. Babbitts and Dr. Madden. We appreciate your testimony and your answering the questions very articulately.

Thank you.

Dr. Lopez. On behalf of the the Department, I would like to thank you for your questions and through your questions, we know you are very concerned with compensatory education.

I might add just a personal thing, Congressman Bell. It was in 1963 or 1964 when I first met you at a CTA meeting and we were talking there the first time about compensatory education. I remember you were very interested in it and we really appreciate the way you have followed through with that.

Mr. Bell. Thank you.

Dr. Lopez. And we thank you very much.

Mr. Bell. Thank you, very much.

Dr. Lopez. Of course, Congressman Hawkins has always been very interested and we also appreciate your challenges to us because that is the way we move, through challenge.

Mr. Bell. May I ask you one question, before you leave?

Dr. Lopez. Yes.

Mr. Bell. I am not sure whether you answered this or not. Did you state what the budget is for the State compensatory education program?

Dr. Lopez. Yes. I believe—I do not have the exact figures—it is around about $97 million ESEA funds and we have an additional $40 million State funds so we have a total budget of approximately $140 million.

Mr. BELL. $140 million for compensatory education?

Dr. LOPEZ. Yes, statewide. That includes both State funds as well as the Federal funds.

Mr. BELL. As well as the Federal funds.

Dr. LOPEZ. That is correct.

Mr. BELL. You get your appropriation from the legislature?

Dr. LOPEZ. That is correct.

Mr. BELL. Okay. Thank you.

Dr. LOPEZ. Thank you.

Mrs. HOLLOWAY. Thank you.

Mr. BELL. The next panel, panel No. 2, will be the Los Angeles city schools staff, Dr. J. Graham Sullivan, deputy superintendent, instruction; Mr. William R. Anton, coordinator, title I, ESEA; Mr. Henry E. Boas, administrative analyst; Miss Shizuko Akasaki, assistant administrative coordinator; Mr. Walter J. Lansu, administrative coordinator.

STATEMENTS OF LOS ANGELES CITY SCHOOLS STAFF: DR. J. GRAHAM SULLIVAN, DEPUTY SUPERINTENDENT, INSTRUCTION; WILLIAM R. ANTON, COORDINATOR, TITLE I, ESEA; HENRY L. BOAS, ADMINISTRATIVE ANALYST; MISS SHIZUKO AKASAKI, ASSISTANT ADMINISTRATIVE COORDINATOR; WALTER J. LANSU, ADMINISTRATIVE COORDINATOR; DR. ROBERT PURDEY, ASSOCIATE SUPERINTENDENT IN CHARGE OF ELEMENTARY EDUCATION; DICK HAMMERLIE, DIRECTOR OF FEDERALLY FUNDED PROGRAMS; LIONEL JUPERT, PRINCIPAL

Mr. BELL. It is a pleasure to welcome all of you to testify before this committee. You may proceed in any manner in which you want. If you have a statement you would like to read, will you proceed in that fashion, or you may summarize, if you would like, and put it in the record.

Dr. SULLIVAN. Chairman Bell and Congressman Hawkins and Congressman Landgrebe and Congressman Clay, I think we will maybe change our procedures a little bit and since you have raised some questions of the State, just before we appeared, we may respond to some of those before we—and I think probably I will summarize rather than read all of my statement, here.

The first question that was raised related to the costs of education in Los Angeles, expenditures. At the elementary level, it is $648. The elementary and secondary combined, is $728.

Now, with reference to the questions relating to breakfasts and lunches and milk and so on, I am going to ask Mr. Boas, senior analyst in my office to respond to that question because I think that was of interest to Congressman Clay.

Mr. BOAS. Yes.

Mr. Chairman, members of the committee, Los Angeles is currently involved in both the reduced costs and free lunch-breakfast—free breakfast and lunch programs. In the breakfast program, we have 78 elementary schools involved, 19 junior high schools and 12 senior high schools. The normal cost of a breakfast is 45 cents. In the reduced price program at the elementary level, the cost is 10 cents per child. If a child cannot afford the 10 cents, it is free.

The normal lunch at the secondary level—excuse me—the breakfast at the secondary level is 15 cents, at the reduced price, or free if the child cannot afford it.

The lunch program costs 50 cents to produce. It is 20 cents at the elementary level, on the reduced price basis, or free; 30 cents at the secondary school level, or free.

Over half of the breakfasts and lunches provided are free.

The milk program, the district receives a three-cent reimbursement through the subsidy on a half pint of milk.

I remind you gentlemen that after July 1, 1970, that subsidy is no longer available to us.

It costs the district approximately 7.7 cents at the dairy price, delivered to the school for a half pint of milk. It costs approximately 9 cents for the half quart.

That is basically it.

Mr. **Clay.** These are wholesale prices?

Mr. **Boas.** This is the delivered price at the school. It is based on a minimum price law, I believe, in the state that requires milk to be sold at a certain level which is reviewed periodically both in retail and in wholesale.

Mr. **Clay.** You speak of over half of the breakfasts in the schools being free.

Mr. **Boas.** That is right.

Mr. **Clay.** How many does that half represent?

Mr. **Boas.** I do not know the total number of youngsters.

Dr. **Sullivan.** May I, Mr. Clay, Mr. Chairman, introduce three other people that are in the audience that may be able to respond to some of these questions.

Mr. **Bell.** Yes. Go ahead, please.

Dr. **Sullivan.** I am going to introduce to you first, Dr. Robert Purdey, who is Associate Superintendent in Charge of Elementary Education; Mr. Dick Hammerlie, who is our director of all of our special funded programs, Federal funded programs; and Lionel Jupert, one of our principals; so those three are here and they may be able to respond.

Mr. **Bell.** Would you gentlemen care to come forward and bring your chairs and sit behind the panel, here, so in case there is a question that comes up, you could perhaps answer it.

Dr. **Sullivan.** We did not want to present too imposing a group, here.

Mr. **Boas.** May I, Mr. Clay, make one comment, here.

Part of the concerns of the District in providing the free or reduced price lunch program are contained in the regulations governing those programs.

To begin with, it would be considerably easier, administratively, if a total school could be targeted for the program rather than individual children within a school targeted. We have a number of schools at the elementary school level where over 65 percent of the youngsters are currently in families receiving aid under the aid to families with dependent children program. We must individually determine whether the child—the child's family can afford the lunch. This is a costly administrative task. It would be much simpler for us if in a school where 60 to 70 percent of the youngsters are in families receiving aid, that that school could be considered a target school and the total school and the total enrollment be—have the free or reduced price breakfast or lunch program available to them.

The second problem is that many of our schools do not have cafeterias or do not have food service facilities. Here, again, the legislation providing the free and reduced price lunches does not provide for the capital outlay necessary to provide facilities to either prepare or serve the meals in.

And I guess lastly, we are concerned about a very complicated administrative system established in the guidelines to administer the program. We feel these things could be improved.

Mr. Clay. I would like to know how you could arrive at over 50 percent of the kids are receiving free breakfasts if you do not know what the total amount of children receiving it is.

Mr. Boas. I did not pull out the total number of youngsters in the program. I just asked our food services branch the number of youngsters receiving it in terms of percentage, and these were the figures I was given.

Mr. Clay. Does anybody know how many children are receiving free lunches?

Dr. Sullivan. Dr. Purdey, do you have any idea?

Dr. Purdey. I would have to give it on the basis of general round figures, Mr. Clay. With 78 schools on the breakfast program, I would say, on the average, about 500 children per school take advantage of the breakfast; so, roughly 40,000, a little less than 40,000, of which about 50 percent would be free.

Mr. Clay. At elementary?

Dr. Purdey. In the elementary schools.

Mr. Clay. That is 500 per elementary and secondary?

Dr. Purdey. Yes. This is a rounded off average with a plus or minus, I would say.

Mr. Clay. Perhaps to this milk program, where you mentioned 65 percent of these people being on welfare, let us assume a lady has five children in school and she is on welfare. That is 35 cents a day for milk for her five children. Can she afford it? Is welfare so high out here that they can afford 35 cents a day just for milk?

Mr. Boas. No. I don't believe so. Milk is provided with the lunch, at no extra cost. It is only when it is purchased separately that the cost factor is involved.

Mr. Clay. Would you urge title I money to pay for milk for children in that situation?

Dr. Sullivan. We could but we have not, to my knowledge, we have not.

There is one other question, then, as long as it was raised and had to do—I believe, again, Mr. Clay raised the question about closed campus, and the State's response was not quite accurate because actually, the State does. by State law, State code, I guess, require that the school has the responsibility of supervision of the youngsters from the time they come to school until the time they leave school. Now, a youngster, by permit from parent—am I correct, Bob?

Dr. Purdey. Yes.

Dr. Sullivan (continuing). May leave the school grounds; and so, it is closed campus on that basis in terms of assuming our responsibility for the supervision.

Mr. Clay. But that was a local decision that said he would have to have a note from his parent.

Is that right?

Dr. Sullivan. We would not be able to assume our responsibility for supervision from the time the youngster arrived at school until he left school unless he had a note from his parent. This is why I say, the State mandate does require us, then, to, in effect, keep the youngster on campus until he leaves the regular schoolday and goes home, unless he has permission to do otherwise.

Mr. Clay. Well, how can a small store across the street from a school sell hot dogs for 6 cents less than the school?

Dr. Sullivan. Well, that question, I cannot answer. I do not know the facts.

Mr. Landgrebe. Maybe they sell small hot dogs across the street.

Mr. Clay. That might be, yes.

Or else, they might be better supervised, across the street.

Mr. Bell. Dr. Sullivan, do you have a statement you would like to make?

Dr. Sullivan. Yes, I have a statement but I think I will just summarize it and then, I will give you the statement for the record because I do want you to get to the parents and to the teachers.

Mr. Bell. All right.

Dr. Sullivan. We can tell you some of the facts and details on what we think is happening but the only people that can really tell you how it is are the teachers and the parents and Advisory Committee members and may I pay tribute to those teachers and to those Advisory Committee members for the fine way which they have worked with us in developing our program here in Los Angeles.

My comments are going to be rather general comments, not relating directly always to title I but relating to the relationships of Federal programs to the Federal Government and to the State government.

Mr. Bell. Before you begin, Dr. Sullivan, I wanted to say that I regret that I am going to have to leave in a little while, to go to a meeting, attend another meeting, down a little further in the District. I will be back shortly. I am going to turn the gavel over to Mr. Hawkins. I regret that I will not be here to hear all of your testimony but I will have a chance to read it later.

Dr. Sullivan. You, Al, and Congressman Hawkins have heard me testify a number of times before. I really am playing a different role, now. I hope that as I testify, that you will not identify any changes in philosophy or basic principles or concepts because you have heard me testify as a State representative, as a Deputy Commissioner of Education and now as a deputy superintendent of instruction of a local school district.

Mr. Bell. I should have mentioned that.

Dr. Sullivan. But I hope—the perceptions are different, I will say that, from the three different levels.

Really, I am going to talk about as briefly as I can, about five items.

One has to do with the financial crisis for education that you have all referred to.

And, secondly, some of the concerns, some of the things that I think you can do in the Congress with reference to—and you have taken some action with reference to that—the timetable that you establish for legislation and authorization and for funding; and then, encourage the Office of Education and maybe encourage them to allow for more packaging of the programs that have been developed to aid education so that we do not have so many different pieces of legislation.

And then, some relationship with reference to the uniqueness of the big city and it is because of its uniqueness there needs to be a different kind of relationship with the State department of education than might be true with the rural areas.

Now, in Los Angeles, we truly have a crisis in education.

On Thursday night of this week, our board, Los Angeles Board of Education, cut $41 million from the program of the district for the next fiscal year.

This cut of $41 million has come on top of 5 successive years of cutting the educational program in Los Angeles. These cuts totaled $72 million. During that period of time, there have been increases in enrollment——

Mr. **Bell.** $70 million?

Dr. **Sullivan.** $72 million in a period of 5 years.

During that period of time, there have been increases in enrollment, of course, and expenses have increased actually 46 percent. And when these figures are combined, you can see the problem the school districts are faced with and as you read the newspapers, you can see little evidence of any hope for much further support from the State. And I am not——

Mr. **Bell.** What is your total budget?

Dr. **Sullivan.** Our total budget is about $770 million, our what we call operating budget would be about $540 million—check that, Hank, and see how close I am. If I'm not far off, we won't correct it.

And so, we don't see much hope from the State and there has been—Congressman Hawkins, there has been a decrease in State support of public schools.

You asked about 20 years ago. I can go—I don't know whether it was 20 years ago but I can go back 35 years when 60 percent of the cost of education was supported by the State; in Los Angeles, today, 27 percent, so that figure has dropped in a period of 35 years. What has happened in 20 years, I can't tell you but it has gradually—been gradually going down to where now it's 27 percent of the total cost.

And when you have to make the cuts that we have had to make—and, yesterday, we had a chance to meet with Congressman Bell and Congressman Hawkins and give them a list of the kinds of cuts that we had to make in the way of services to youngsters because of this serious crisis which we are faced with in education, in California.

Approximately one-fifth of the youngsters, I think; also my notes here indicate that other school districts are in the same trouble that we are.

Thirty-three school districts in the State today are faced with borrowing money to pay for the costs of education for the rest of this school year. And so, we do have a real financial crisis here, in California.

Four of these districts are in Los Angeles County.

Mr. **Bell**. Four of these districts are in——

Dr. **Sullivan**. Four of the 33.

Mr. **Bell**. And outside of the city?

Dr. **Sullivan**. Yes, outside of the city.

Mr. **Bell**. Outside of the city.

Dr. **Sullivan**. Yes.

Mr. **Bell**. So you have four districts that are in Los Angeles County that are outside of the city, so it is not just the city; your district does not just cover the city of Los Angeles.

Dr. **Sullivan**. Well, but I am talking about four districts that are not—This is right. We have about 13 communities and incorporated areas that are part of the Los Angeles district and we are not including those. These are independent school districts other than that but still within the county.

Approximately one-fifth of the enrollment in the Los Angeles School District are youngsters in families receiving aid to families with dependent children. This amounts to over 98,000 young people. In addition, there are at least 50,000 youngsters in families which are eligible for this aid and who have not applied. Over 15,000 youngsters in the district reside in public housing projects. Approximately 50 percent of the total enrollment of the school district are from minority groups.

I can give you the breakdown on that. The Spanish surname are 22.2 percent; Negro is 22.3; the oriental is 3.5, and others are 9 percent. And these figures will be in my document.

Mr. **Bell**. Excuse me just a minute.

Can you hear Dr. Sullivan back there?

They say they cannot hear, Doctor. Will you talk a little closer to the mike.

Dr. **Sullivan**. I will get closer to the mike.

These figures which I have just given you are in the paper that—the prepared document which you have.

Now, there have been a number of allegations made by various people that compensatory education has not been as successful as it should be.

We, certainly, in Los Angeles, do not believe compensatory education has failed in spite of some of the problems which have been created for us at the Federal and State level and I will report with reference to those a little later.

It has been a success in Los Angeles and I hope that you in your visitations yesterday found this to be true.

Los Angeles, perhaps through trial and error, has come to the realization that an effective educational program must be a partnership between the parents and the community and the public schools, and this is why I commented earlier about the effectiveness of our advisory committee.

The only way this partnership can be achieved is through mutual trust, mutual understanding, involvement in the development of the educational program, and involvement in the process of education.

We have an advisory committee for each school involved in title I programs and, in addition to that, we have three what we would call area advisory committees that set the general parameters for the operation of the program, with the individual school having a high degree of independence as to how they develop their own program.

We are concerned, secondly—second major item. We are concerned with reference to the timetable which Congress has followed in the past and also the State government, but I will refer now particularly to the Federal Government—with reference to authorizing legislation and appropriations.

We do not know—we are preparing now our plans and our budget for the fiscal year 1971 and yet, we do not know as yet how much money we are going to get from the Federal Government.

Now, in the past year, we received, sometime in March—it was as late as March before we received information that we were going to get another $5 million.

Now, at that time, we thought we had to spend that money immediately and so the planning was not—we had already cut back some of our programs and the planning time was not available to wisely spend those funds; but thanks to an amendment—and I have forgotten who introduced that amendment—Mr. Tydings' amendment, now allows us to carry that money forward for the rest—for the following school year.

Secondly, both at the State and the Federal level also, you moved in the direction of a 3-year authorization and this is helpful and we commend you and recommend this be continued not only in title I but in all types of Federal legislation.

And then, we are concerned, and again, both at the State and Federal level, that when changes are made in basic legislation, in terms of guidelines, regulations or the basic legislation itself, that we have at least 1 year advance notice, 1 year to implement that change.

And let me illustrate with reference to the State.

The State, in changing its guidelines and regulations, made the decision on the $300 and this is one which I personally have supported because I think it makes some sense. But it did eliminate from participation our secondary schools and we had programs, very worthwhile programs, going on in the secondary schools that we wanted to continue and we had real difficulty in finally getting approval for 12 junior high schools and two senior high schools but the money for the two senior high schools was dependent upon this additional fund that might come and it came so late that we could not use it and so our problems in the biy city in terms of budget planning and such are so complex that we do need this, hopefully, the further moving in the direction that Congress is going now in long term authorization and appropriation action in time so that we can know how to incorporate it into our budget planning.

Now, when it comes to the third item I mentioned and I refer to packaging, when I was in the Office of Education, we had 77, I believe, different pieces of legislation with reference to education and in the Office of Education we had 77 different groups of people writing guidelines and regulations.

Many of these pieces of legislation provided the same kinds and types of services and we, in the—at the local level, if we wanted to, participated to prepare 77 different pieces of paper.

Sometimes, the pieces of paper looked like this. [Indicating.]

We made an effort and got a start and, again, I encourage you to continue this, with the adoption of the Education Professions Development Act which did bring together most of the programs for staff development and training into one package and the new Vocational Education Act did pretty much the same thing but you still have a long way to go. Sometimes, the paperwork involved when you have so many different pieces of legislation relating to each other and overlapping and sometimes duplicating and in conflict makes it extremely difficult for local administration and sometimes make it not worthwhile to participate.

So we encourage you to give consideration to what I call the concept of packaging some of this legislation so that a school district can do some real broad planning.

Now, with reference to, finally, the only other comment I am going to make and I am not being critical of the state department at all, I am simply saying that we do find there are times when the same guidelines, regulations, concepts and understandings are applied to a city of 700,000 youngsters that are applied to a city of nil pedis that I do not know how many youngsters in it and our problems are unique and different.

We do believe that some of the Federal legislation should be made available directly to the urban cities in the critical areas and problems that face us, and let me give you just one illustration.

Title III of—which is now all State money; It was originally Federal money and then 25 percent was retained by the Commissioner and then 75 percent given to the State and now, it is all State money.

I believe I am correct and maybe Leo can correct me if I am not but we submitted 18 new projects under title III this year. I have been advised that no big school district received any funding for new title III projects from the state department; that this money went largely to the smaller school districts throughout the State.

Now, these are, in brief, some of the concerns that I have and as I indicated, I was speaking generally toward the whole area of the financial crisis and Federal aid to education.

Mr. Bell. Why was it that the—this amount of money went, in the larger proportion—went to the more rural areas rather than the city?

Dr. Sullivan. This, the State would have to answer.

Hank, do you want to make any comments? Do you have any?

Mr. Boas. We really don't know the reason beyond the fact that in reviewing the programs that were funded, there is no large city in. Admittedly, there was not much money to begin with. They distributed about $600,000 in round figures, but there was no single large city program funded and there were some very good ones submitted, not only from Los Angeles but from other cities, as well.

Mr. Bell. On the surface of it, it would appear that the cities would need a larger proportion. Maybe I am at a loss to understand why this would happen. Perhaps I can find out from the State.

Anybody—would one of the other panelists like to make a statement?

Dr. Sullivan. Mr. Anton, do you want to make a statement?

Mr. Anton. I have a statement I would like to read.

Dr. Sullivan. Mr. Anton is the——

Mr. Bell. Mr. William Anton.

Dr. Sullivan. Is the Director of the title I program.

From the Audience. We can't hear.

Mr. **Bell.** Can you hear Mr. Anton?

Mr. **Anton.** Is that better? I will talk right into it.

Mr. **Bell.** You can take that out, if you want to, just like this (indicating) and hold it in your hand.

Mr. **Anton.** Mr. Chairman, members of the committee, I am Bill Anton, title I coordinator for the Los Angeles Unified School District.

We are extremely gratified for the opportunity to share with you a review of our title I program that seeks to serve the special educational needs of children affected by language, cultural, and economic disadvantages.

We also want to share with you some of our concerns as to how we best meet their needs.

Let me begin with a quick review of this year's program change.

New State guidelines, revised in April 1969, called for a concentration of services with a minimum of $300 expenditure per student over and above the regular school program.

In addition, the guidelines require priority of services in elementary schools.

Each project is required to be of sufficient size, scope, and quality to give reasonable promise of substantial progress toward meeting the needs of educationally deprived children. These guideline requirements generated a tremendous change in our title I program approach from that of previous years.

We had to severely cut back on the secondary level in order to give high priority to elementary schools.

Our program operates in only 15 junior high schools.

Additionally, we had to severely reduce the number of elementary schools being served as we sought to provide a concentration of services.

At present, we serve 55 target schools contrasting to previous years when we served approximately 118 schools.

Our two program coordinators will give you more information on the secondary and elementary projects in a few minutes.

This year, we have dedicated ourselves as we developed the program, to several areas.

One is the concept of seeking real community involvement in our project both at the district level and at the local level.

Another is the concept of having the local school staff in conjunction with the local school advisory group develop the program that best meets the needs of their children.

After all, those closest to the child, his parents and teachers, know what his needs are and what program can best meet these needs.

Let me mention that we consider this a transitional year since it is our first in concentration of effort and in total local school development.

Overall, we have learned much and are generally pleased with the resourcefulness of the local school and community as they developed their programs.

We do need to smooth out some rough edges here and there.

For example, we get reports now and then that a local school advisory group has not been as involved as another school's group has been.

These we consider as growing pains and are taking steps to see that they are eliminated.

Let me repeat that basically we are proud of our program and feel that children are genuinely being helped by good utilization of title I funds.

Since our program people will present more specific details on programs, let me proceed to the area of our concerns.

I am relatively new in this position, having only been appointed this past January.

This has allowed me to review our program without having to sever ties to what we did in the past.

I can be most objective in this review and in stating our problems or concerns.

I am sure that wherever you hear from school people all over the country, the big area of concern is money.

This is certainly true of Los Angeles.

Additional funds are needed and let me briefly tell you why.

In the District, out of an eligible number of 121,477 children from low-income families, we can only serve 55,994. This means that 65,453 pupils who need educational help do not receive it at all.

Out of a possible 166 elementary schools in the target area, only 55 receive title I support.

Out of 23 junior highs, only 15 are in the program and then, these schools serve only 3,100 pupils out of an eligible 17,620.

In the 14 senior high schools in the target area with 10,256 eligible students, funds are available to serve none of them.

These numbers can be lost as most statistics usually are, but let me translate them into the problem they cause.

It is exceedingly tough to face a community and school and inform them that they will no longer get even the limited services they had last year.

It is heart-rending to tell a group of mothers that the program has been cut, when they come to you asking, "Why? Our children need as much help as those in the neighboring school."

It is agonizing to know that our needy youth are dropping out of high school, that their title I dropout counseling program has to be eliminated.

I could go on and on, but I am sure you see my point.

As educators, we are distressed that we are unable to serve all needy children with compensatory education.

Another area of concern with funding has nothing to do with amounts.

It has to do with program planning and leadtime.

We need to know early enough to plan well what the next program-year funding will be.

We have always had to operate in an area of guesses and have had to cut back on plans or else rush to meet a fiscal deadline.

I am sure you have been aware of this, but let me again request your help in obtaining for us some sort of advance appropriation action that will give us leadtime to plan effectively, smoothly, and efficiently.

Another concern is that we need your assistance in the area of having governmental acceptance of soft data as valid evaluation of the success of title I.

We are not asking that hard data of test results be eliminated.

We only ask that such hard to test things as attitude changes, motivational growth, interested and involved parents, children who begin to like school and feel happy and comfortable there, united communities, et cetera, are important as we seek to develop the great human potential that exists in our poverty areas.

Academic achievement really comes only after the human needs are met.

We have arranged with your committee staff to forward our posttest data to you. It is not available now. We are in the process of testing the youngsters.

I want to close by thanking you for the great service your committee has rendered to our society by your extension for 3 more years of the Elementary and Secondary Education Act.

I am sure that you must have felt a measure of thanks as you visited our schools and saw the direct impact that your legislative action has on boys and girls.

We wish that your entire committee could visit us.

We extend an open inviation to return again and again and we welcome your suggestions and criticisms that might serve to help us improve our program.

Thank you.

I will turn over to our program people and I think this is really the meat of the matter; interested, dedicated teachers and staff really make this thing go.

Thank you.

Dr. **Sullivan.** Miss Akasaki, I believe, has a brief statement, Mr. Chairman.

Miss **Akasaki.** I am the assistant program coordinator in elementary division.

I have been in this position since September only, and prior to this, I was in the area office's coordinating programs within one area.

Prior to this, I was a vice principal in two of the schools that were funded under ESEA.

With this position, I could only say that with the new concept of saturation, we have gone through many challenging experiences, this year. We have this new baby and we are still going through many many birth pains, trying to create this new baby.

Another point I would like to start with is, this is kind of a surprise experience for me to give this testimony in front of this committee.

Looking back, here I am, a person who has gone to nine different elementary schools in three different States. I have gone to elementary schools from a one-room schoolhouse experience to a—the grand—what is it?—the Santa Anita racetrack grandstand to Los Angeles city schools and, in fact, the three schools that I attended in Los Angeles city schools happened to be the schools funded under title I, Utah Elementary School, which is a saturation program school right now; Hollenbeck High School, which you visited yesterday; and Roosevelt

High School; and I am here, trying to attempt to give testimony for title I right now with the actual schools I attended, so it is kind of a backtrack surprise.

In my presentation, I will try to cover three big areas.

First, I will cover an overview of Target 55, which is the concentration program in our 55 elementary schools.

Second, I will cover the successes that we feel that we see in the Target 55.

And the third area will be the concerns in coverage in the elementary level.

In front of you, I passed out some material and I am going to go by sequence in those things that you just have in your hand.

As an overview, in our 55 target elementary schools, approximately 53,000 children are served.

The school enrollment size, we have schools from the smallest school, 375 children, to the largest school, 1,723 children.

The ethnic backgrounds and breakdown by school approximately falls 50 percent Mexican American and 50 percent Negro children.

Now to give you an overview of the teachers.

Of the 55 elementary schools, we have 1,917 teachers who are district funded.

The total compensatory teachers, which is comprehensively funded, 864 compensatory teachers.

One hundred thirty-seven of these teachers are funded under our old district inner-city compensatory funds.

Under ESEA, title I, there are 380 teachers.

Under Miller-Unruh Reading Specialty Act funded by the State, 131 reading teachers.

Under another State fund, assembly bill 938, which is a pupil reduction norm bill, we have 216 teachers.

Of the paraprofessionals or education aides, in the Target 55 schools, we have 566 aides; 508 of these are funded under title I, 46 under assembly bill 938, and in our own inner-city budget, we have 12 funded.

The programs that were developed in the schools as State guidelines did insist, each school was given a comprehensive budget which is State funding and Federal funding and our inner-city compensatory package, to meet $300 per child, as has been stated, from the State people.

The programs were designed by the staff and the communities, set according to the guidelines set by the State to meet the six components, language arts, mathematics, parent involvement, inservice training, intergroup relations, and auxiliary services.

In your brochure that you have in front of you which is entitled, "Target 55," you have a copy of both an English and a Spanish version. It describes, in general, what the program generally entails and I do not think I will have to read all that. I am sure you can look at that in your leisure time, if you have any.

There is one little explanation I would like to give in the intergroup relations component.

We have a PIE program which is called—well, "PIE" program, program for interschool enrichment; and this program is where pairs of teachers, one from a target school and one from a nontarget school, plan a curriculum to fit the needs of their children.

They meet 1 day every other week and plan activities together. They visit each other's schools or take trips together.

The history of this PIE program, in 1967, 17 schools participated with about 650 children involved. In 1968, 46 classes were involved and 1,700 children were involved. This year, was saturation. We have 120 schools involved, elementary schools that are both nontarget and target, and there are 4,500 children involved.

I would like to show you, as kind of a breakdown the children, ethnically, the breakdown, and the teachers, to give you a little idea what this involves.

(Indicating.) As far as children, the first chart, in the yellow graph, shows the total PIE children involved, then you can see it is broken down by the Negro, Oriental, Mexican American, Anglo, and American Indian.

The blue chart shows just in the nontarget schools and, obviously, the percentages, the biggest percent is in the Anglo. We have Mexican American, Negro, Oriental, and American Indian, also.

In the target schools, obviously, the biggest enrollment is the Negro child and the Mexican-American child.

As far as the teacher breakdown, the total, again, PIE teachers, it is in the yellow graph.

The nontarget schools, teacherwise, we have the greatest percentage of the Anglo teachers, in the nontarget schools, some Negro, Oriental, some Mexican American.

In our target schools, the breakdown shows that we have an increase in the Negro teachers and we have a great percentage of Anglo teachers there, too, small percentage of the Oriental and Mexican American.

Now, could I go into the area of successes of Target 55.

I think one of the biggest plus factors in this area was the flexibility that was given to each school to develop its program.

We, in elementary, in Los Angeles city schools, do not have a title I program. We have 55 different programs and I think this has been a very, very positive factor. There is no one single solution, obviously, to overcome the unique results of economic and educational deprivation and this is why we have 55 different programs.

How are they different: I think mainly they are different in the organizational structure within the building, dependent upon the available resources and the indigenous staff within the building.

Another plus factor, with an emphasis on reading, the programs that were developed within the schools show by the number of personnel and the materials bought within the building.

The number of teachers in reading, under ESEA, out of 380 total ESEA teachers, there are 290 teachers in the whole area of language arts, there are 26 teachers in the area of staff development and parent involvement.

Under assembly bill 938, our State bill, of the total 216 positions, there are 90 teachers which are related to the language arts component and 112 teachers who serve as norm reduction teachers and Miller-Unruh, obviously, totally reading teachers, 131.

Out of the total 864 compensatory teachers, there are 659 teachers that are putting their emphasis in the area of language arts or reading.

The third plus factor is the factor of accountability. The factor of accountability is now the responsibility to each local school and not the district and with this responsibility committed to the school, I think the schools are making a greater effort to show 1 year's growth, we hope, in 1 year.

Although there has been always an awareness of diagnosing for specific skills and prescribing a treatment, with accountability as a responsibility at each school, much emphasis has been placed in this area with the needed personnel and materials.

Previous to this, with lack of personnel and materials, the concentrated effort was not possible.

The teachers, on their panel, will show exhibits to this—with school charts.

I have one school chart that I would like to show you, just for an example.

This (indicating) is a chart that Ford Boulevard Elementary School, I think—we also will get the test results but we never make an attempt to show to a teacher for diagnostic purposes and prescriptive teaching what areas a child needs and what program we need to prescribe for them.

This, the red line shows the State tests that we are using, the cooperative teaching of basic skills test, and it shows child by child what area he needs, obviously, and where he is gaining much growth.

Now, the green lines show this is not the test we are using as a post but as an incentive from the school's standpoint. They wanted to see where their children are in the intermediate area, so they used the California achievement test, in February, and you can just see the growth that—it is not the same instrument but at least, you can see the growth this has made.

But this is the type of evidence that each school is trying to do, some of them doing it one a month, to see where they are going.

No. 5, I think another plus factor is the adult-pupil ratio has been reduced.

With the additional certificated staff and paraprofessionals, the adult-pupil ratio was reduced greatly, especially during the language arts and the mathematics instructional period.

This reduction provides for more individualized instruction, more guidance and counseling for each child by the adults.

Also, it provides more time for the certificated teacher, to provide more skills to that child while the paraprofessional is there who can assist in reinforcing the skills that were taught.

No. 6, increased funds have provided for more instructional materials and equipment.

Another plus factor with title I was that this time, with the increased funds for material and equipment, it allowed the flexibility for the school to buy what it best—what it needed to best fit the child's needs and what the teacher desired.

Up to this point, it has been from the district level, "What do you need?" and it has been coming from there. It reverses, goes down to the local plant to purchase what they feel they best need.

Additional library books have been purchased, for not only building language skills, but I think for building a better library for ethnic studies.

No. 7, in this whole area of paraprofessionals, the successes have been that all these paraprofessionals have been recruited and hired from the local community of that school.

This has increased greater community involvement and awareness of the school's program. It has built closer communication from school to community. And, as I said before, it has increased more individualized instruction.

No. 8, the prekindergarten program has shown much success in the area of language development. The Mexican-American child with no English or Negro child with nonstandard English, has developed language skills to learn to appreciate his own self-worth and self-image.

They now have the ability to express themselves in words rather than by other means. They have developed language patterns. They have been able to label items with increased vocabulary.

And I noticed when Mr. Clay was at 49th Street School, I noticed you took an extra look at the bulletin board there to see how that was accomplished by one chart indicating labeling in words, items that they see around the school. And also, I think, the other chart, if Mr. Clay could think back, was a chart on comparison. The words were used and it was a chart on comparison. The words were used and it was from small, big, and items were displayed.

They have developed to use sentences covering four or more words whereas before they were coming in with one word, not with the ability to express complete thoughts. Now they can express themselves in complete thoughts.

They have learned to express themselves verbally rather than physically. You know, before they would come and just point to items, or fight. Now they can say this in words.

This has all equipped them, obviously, to come through with higher academic achievement in the kindergarten and in primary levels.

The pre-school children continue to keep up good attendance in kindergarten due to successful experiences at school and Pre-K.

This shows positive attitudes for schools are built right at the preschool level.

Parents who have never been involved in school are now involved.

Parents make a commitment to assist in the instructional program. They have learned through their experience in the classroom and observation of the teacher to extend the skills to the home for their own children.

Regular home visitations by the teacher with the lesson, on a 1-to-1 basis helps both, obviously, the parent and the child.

The instructional aides in Los Angeles city schools receive their initial experience in the prekindergarten program. And we have evidence to show that many of these instructional aides with this experience have really given them the motivation to continue their own careers.

Follow Through. This is a program that is funded partly under ESEA. It is about $750 per child. These children who are in kindergarten, most of them in Los Angeles, right now, come with the background either prekindergarten experience, headstart experience, or child care experience.

And I think those of you who did visit 49th Street school have proof by viewing what has really happened to those children coming with this background.

Mr. **Hawkins**. Miss Akasaki, may I interrupt.

Did you say that the student cost is $750, in Follow Through?

Miss **Akasaki**. In Follow Through, right. Now, that is compensatory in terms of it is funded under ESEA, OEO, and the State.

Mr. **Hawkins**. All of this is not title I money, though?

Miss **Akasaki**. No.

Mr. **Hawkins**. How much of it is title I and how much is the other two?

Mr. **Boas**. It is roughly half and half.

Miss **Akasaki**. $250,000 was set aside for Follow Through under ESEA. Next year, it will be double that because we are going to go to first grade.

Mr. **Hawkins**. Fine. Will you proceed.

Miss **Akasaki**. The many reading approaches, I think, are another plus factor. And in your visitation, I think in two of the schools, you saw the Sullivan program reading materials being used.

And I think the plus factor in that program material is obviously the built-in, self-checking, and immediate response that the child receives while he is going through item by item.

In the little package of material I have given to you you will find the ITA, initial teaching alphabet approach, that Breed Street Elementary School is using, and you can see by that approach, statistically, in 1968, January one group at Breed Street School—let's see. I think at that time, they did not have the ITA, that the national norm A–1's read 3 percent; A–2, 5; and A–3, 2. After 1 year of ITA and kindergarten, in grade 1, the national percentiles, norm percentiles, show in 1969 January, the A–1 went up to 42 percentile; A–2, 6; and A–3, 3.

After one and a half years of ITA and kindergarten, grade 1 and remedially in grade 2, the national norm percentiles as shown on—let's see—shown on this sheet on May 1969, A–1, 21 percentile national norm; A–2, 11 percentile, national norm; and A–3, 55 percentile national norm.

Another sheet I have in there for you for another program in reading is the tutorial program that is done at Soto Street Elementary School.

The tutorial program basically in this school is set up by children tutoring children. In other words, we have upper grade children tutoring primary children. Every child not only is teaching a child at a lower level but, I think, with the tutoring skills they are learning, have increased their reading ability, and if you open that little document to, let us take one graph.

[Indicating.] If you have this chart right here, it shows like in—let's see—first-grade level, exhibit 1, prior to any kind of tutoring, the greatest number of pupils in each class were in Sta-nine. One, with a combined total of 54.5 percent, only 5.7 percent were in Sta-nine 3 and above.

The section B exhibit shows with some tutoring going on, test scores after some of the first-graders were tutored one semester by middle- and upper-grade pupils who were in remedial reading classes themselves, 37.6 percent were in Sta-nine 3 and above as compared to only 5.7 percent prior to tutoring; 25.1 percent in Sta-nine 4 and above as compared to only 2.2 percent.

Section C exhibit shows tutored by tutors who were involved in intraclass tutoring in their own rooms. Some of the January classes were tutored about 3 months by third-graders. All of the May classes were tutored; 35.45 percent were in Sta-nine 4 and above as compared to only 2.2 percent prior to tutoring. Over 12 percent were above all scores in section A where there was no tutoring, and it goes on, and I will not have to explain all the grades up to sixth grade.

And I think the teachers will come up with more graphic examples of different reading approaches.

Another plus factor is in the augmented auxiliary services. Title I has provided more full-time nurses, counselors, attendance workers in each school to provide for more in-depth and continuous service. The additional clerical staff has greatly assisted the teachers in the many clerical tasks needed.

The area of parent involvement. Title I has provided the ability to tap community resources in education aides, other paraprofessionals, and our local advisory council.

In-service training. We have been able to use resource personnel; outstanding teachers with much experience in the inner city schools have given great assistance in the continuous in-service training in the schools. This has helped in many ways for the new teachers that are hired in the inner city schools. As we all know, effective inservice is the on-the-job continuous program.

Another highlight is outside resources were recruited to help in inservice training, not only certificated but community resource people.

In the area of intergroup relations, and in your package of material, I have handed to you a brochure of PIE and the guidelines for PIE.

The PIE program has built positive attitudes toward schools, and we have evidence that many, many children in the target area who never wanted to come to school, come to school only on the PIE day, and we have received many, many calls from parents about the enthusiasm of the child that is attending in the PIE program.

It has also brought two different social-economic communities closer together. Parents from nontarget and target schools have planned actively activities together, and I also heard that many of the parents who are not really in PIE right now who were in previously, wish to continue to help in the PIE program.

Due to time, my third part is the concerns and problems, and many of the concerns that Mr. Anton and Dr. Sullivan discussed are the same concerns I have; and No. 1 on the list, I think, because of my role in implementing the program, is really the need for more time to do adequate planning. And, as you know, we cannot plan instantly for effective, realistic programs. From the State standpoint, we have another problem, I think. From the Federal, we get allocations stating—we get allocations, too, but another problem with the State, schools are ranked in priority in many of these programs, and we do not have the leadtime to know which schools qualify with certain bills and, again, this comes to us so late that in planning, it gets to be a very frustrating experience.

I think I will leave it right there and, in closing, I will just say, children's results can only be obtained with long-range planning. I hope we keep this in mind because we cannot get instant results with instant planning.

Dr. **Sullivan**. Thank you.

We will turn it over to Mr. Lansu, another program person, and while I know yours will be briefer because we really chopped you to pieces——

Mr. **Hawkins**. Well, you are doing a pretty good job, but it is all interesting and, certainly, it is well received.

Mr. **Lansu**. Mr. Chairman and members of the committee, I am Walter Lansu, and I have been an elementary and secondary schoolteacher in Los Angeles since shortly after World War II, and I have had the privilege, in addition to plan and to implement special programs funded by the district, antipoverty educational programs in the district, title I and a State-funded program known as A.B. 928.

If I were restricted to one summary about compensatory education, including title I, for the secondary schools, you would detect from me more than a single note of pessimism. I am extremely depressed at the moment about the state of compensatory education for secondaries.

As you know, in Los Angeles and in the State of California, from previous testimony, the concept is longitudinality or continuing compensatory education services as needed from kindergarten to grade 12.

No person identified with secondary schools could possibly be opposed to such a concept. To do so would mean being a father opposed to motherhood, and I am not.

However, on the other hand, I cannot see this city and this State and this Nation writing off a whole generation of black and brown youth who desperately need continuing educational and compensatory services in an ever-increasing nature because they do not have the skills with which to cope in the modern world.

I could review many of the statistics, but let me quote from one State document, if I may. This was a document issued by the State department of education, a year and a half ago, and on page 104, describing Los Angeles secondary schools, one program says, and I quote:

> Results. The senior high school students in the reading program under title I average more than 1 year of growth in the Gates-McGinnity reading test. The average growth of students in reading improvement classes was 1.3 years, while basic reading students averaged 1 year's growth.

Parenthetically, may I say that there, basic reading is the course designed for students of lower than average intellectual ability, as decided by tests.

> Greater gains were demonstrated by various schools on subsections of this reading test. In one group of high schools, the students in basic reading classes improved by 2.9 years in reading vocabularly, while the students in reading improvement classes showed a growth of 2.5 years.

Now, the next sentence gives you the crux of the matter.

> Junior high school students did not score as well as the senior high school students, with the greatest gain being .9 year of the reading improvement classes in reading comprehension.

Close quote.

Now, we had a dilemma. Because of the lack of title I funds and other compensatory education funds, we had to cut out the most successful secondary program in order to focus on the area of greatest need, and that was the 27,000 junior high school students that neither—we could provide them in this year's program through saturated longitudinal supplemental education, we could take care of 3,200 students.

I cannot give you the results of what this year's type of program, the longitudinal program, will yield. However, my expectations are high, excepting that we have had an interrupation of 5 weeks, as you may have known, from a teacher walkout and other problems attendant to it, because to restore education immediately after such a disruption is virtually impossible.

I have a written statement that I would like to have entered into the record, if I may, then I will conclude on that note.

Thank you.

Mr. HAWKINS. Without objection, the written statement will be entered in the record in its entirety at this point.

(The statement referred to follows:)

STATEMENT OF WALTER J. LANSU, ADMINISTRATIVE COORDINATOR, LOS ANGELES CITY SCHOOLS STAFF

My assignment in Los Angeles City Schools for the past 2½ years has been to coordinate ESEA Title One programs from grade 7 to 12. Prior to that time I assisted in the development and implementation of these programs. Thus, based on approximately 5 years of experience, my judgment concerning compensatory education is that Title One has provided many desirable educational opportunities for secondary students but has also provided some major problems which should be scrutinized and remedied.

In the category of desirable factors under ESEA Title One, I would list the following:

1. CATEGORICAL AID

Title One aid has pinpointed attention upon the major learning needs of secondary students and has prevented attempts to handle all learning problems for all students in a general way.

2. LONGITUDINAL PROGRAMS (K-12)

This concept is in complete accord with what we know about the learning process of individual children. Particularly in such academic fields as language development (including reading) and in arithmetic.

3. PARAPROFESSIONALS

Title One funds provide the initial experiment in the use of adults who supplement teachers attempts to individualize instruction. My tentative judgment is that a paraprofessional is the single most important addition to a classroom.

4. CITIZEN INVOLVEMENT

This involvement in the planning and monitoring of Title One educational programs had had a salutory effect on professional staff. It is the single most effective way to gear programs to the individual learner's assets as well as his needs.

5. PUPIL-TEACHER RATIO

Title One funds has demonstrated the importance of lower pupil-teacher ratio and of the urgent need for a lower pupil-counselor ration in providing effective learning opportunities.

6. INSTRUCTIONAL MATERIALS DEVELOPMENT

The secondary programs designed by citizens and staff were discovered not to be effective when using commercially available instructional materials. Title One funds permitted the development of materials to fit the needs of particular school populations.

7. OPPORTUNITY TO INNOVATE

Standard educational offerings were completely modified particularly in the field of reading instruction in the secondary schools when Title One funds became available.

8. SATURATION

All services necessary to effective learning were focused on individual students or small groups of students through Title One funds.

9. SUPPLEMENTING

Title One funds could not supplant present educational services provided under district funds. This is in keeping with the categorical aid principal and must be retained.

10. REQUIRED INSERVICE FOR ALL STAFF

No adult coming in direct contact with Title One participants could avoid mandatory requirement for improving their skills in the educational processes. Examination of staff attitudes could also be undertaken through this form of staff development.

The second category involves *problems* that the secondary school program has had to face.

1. LIMITED FUNDS

Despite the identification of large numbers educationally disadvantaged children, funds to meet and correct the situation were never adequate to the task. At no time was funds available to provide saturated comprehensive education to more than 5,000 secondary school students. In the past year, all senior high schools had to be cut out of the program due to a reduction and re-allocation of funds thus destroying the K-12 longitudinal concept.

2. LACK OF PLANNING TIME

Programs had to be planned without any clear indication of the amount of allocation, but often had to be implemented without such knowledge.

3. SECURING AND RETAINING TEACHERS

Qualified and committed teachers are the most effective means of providing a substantially satisfying educational experience. Late funding caused the losts of many competent teachers who could not afford to delay their job commitments.

4. NO CARRYOVER OF FUNDS

Until the present moment, rigid ending dates of a project year has not provided the most effective utilization of funds.

5. HEALTH OF STUDENTS

For the present, nurses as well as medical doctors are extremely difficult to find—particularly for school work.

6. PARENTAL INVOLVEMENT

Significant, close and productive involvement of parents in the instructional program for project participants has not been adequate and continues to be a perplexing problem. Schools are conducted during the day while most parents in the economic disadvantaged areas are at work, or have children to care for.

In general, the advantages of ESEA Title One in the past 5 years has significantly outweigh the problems. Nevertheless, the problems have intruded what might have been an even greater learning achievement among the project participants.

Mr. HAWKINS. Dr. Sullivan, does that conclude the prepared statements?

Dr. SULLIVAN. I have nothing more.

Mr. HAWKINS. Just one or two questions, Dr. Sullivan.

First, may I personally express our appreciation, certainly my own, for the wonderful presentation made by you and your associates and also, the very excellent job that you are doing.

We have had many years of experience with you both at a Federal, as well as at the local level, and they have been very interesting, and I am quite sure your new position is a very challenging one. We certainly commend you on what you are doing, the fine job you are doing.

Dr. Purdey also is not a stranger to this committee, having testified, I think, at the last hearing of this committee, and certainly as a person who migrated, in a sense, from my district, I wish to acknowledge his presence, too.

In the cuts that were recently made, I notice several that I would like to get some explanation about.

One which seems to be a very substantial one of $11 million is the sixth period in grades 7 to 12.

Would you give us an explanation of just what that constitutes.

Dr. SULLIVAN. Well, actually, it means exactly what it says. It means that the offerings will be on a five-period day rather than on a six-period day.

We are hopeful that the youngster—then it will mean that the youngster will not have the opportunity to take many of the subjects that he might take that would not be, what we would call, basically academic subjects, such as the music department. It will hurt the business department. It will hurt many of the other departments that are involved.

It actually reduces our teaching staff by about 1,300, I believe, Bob, so that we will actually offer only a five-period day rather than a six-period day. Now, we are hopeful if we get more money from the State—and, incidentally and again, I say in Sacramento, the present bill that the Governor has in, will not mean more money for the California schools but it will mean—or for Los Angeles in particular, it will mean about $21 million less than we are getting at the present time.

But, if we do—are fortunate enough to have some other legislation, then we can restore, not the six-period day, but we can provide special classes to meet the special needs of youngsters that are hurt by the five-period day.

Mr. HAWKINS. Was this reduction, as well as the others, across the board?

In other words, did you include the target schools as well as the nontarget schools, in making all of these reductions?

Dr. SULLIVAN. Yes. All the reductions were made across the board except that we then put in what we call an inner-city package of about $6 million, and this $6 million into the inner-city school is to restore some of these things and other matters, largely personnel, Bob, I believe, so that the cut was made across the board, but $6 million was put back in order to take care of the special needs of the inner-city school. The figure is approximately $6 million. I can't give you the exact figure.

Mr. HAWKINS. I see.

Item No. 2 is districtwide health services including doctors and nurses. The large amount of reduction that is noted in school mental health services, I ask about this because several persons have inquired of that particular reduction. Is it anticipated that this will be a permanent reduction during this crisis? Is there any possibility that some of these programs such as, let us say, the mental health services program, can be funded out of other—from other sources?

Dr. Sullivan. Yes. Actually, as you look at all of these cuts, they all hurt. None of them—and when we built—had to build our budget this year, with the $41 million cut, we started with the teacher, then the classroom and students, and then supplies and then, when we unlock the door of the building, we have to have heat and light, and so on; and we built from there, the essential services, and then, when we ran out of money, that's where the cuts began to hurt.

Now, we do have legislation introduced in Sacramento that would provide for the funding of the health services, and how much chance that has, we don't know.

Now, Los Angeles, for example, is in a very different situation from San Francisco. San Francisco, being city and county and pro terminus, the health services are provided by the city and county and not by the school district, and so we were hopeful that we would find some way to restore these services, but as of now we have no assurance.

Mr. Hawkins. Just one final question.

With respect to testing, it is my understanding that each child in the target schools has a folder, and that the record of this child will follow that child through other grades, or if that child transfers out of that target school, to another school, that that record would still be kept.

Dr. Sullivan. I am going to ask Dr. Purdey to respond to that.

Dr. Purdey. I would say, yes, Mr. Hawkins, that is the intent. Now, with the duties of the program this year, with the saturation program, this is something that is simply getting underway, and the students on which these folders are maintained in all schools, I would not want to give that impression. Again, we come to the fact that schools have a large degree of independence in the development of their programs and in our elementary north area in particular, this has been the procedure which has been developed by the target schools working together. The degree to which it is also characteristic of the south and east area, I am not certain——

Miss Akasaki. Mr. Hawkins, as you saw at the 49th Street School, remember the test profile sheet that Mrs. Dask did show you?

Mr. Hawkins. Yes.

Miss Akasaki. I think, as Dr. Purdey says, it was our intent, we hope that all those sheets post test scores and will be put in their cards, and if the child moves out that will follow him.

Mr. Hawkins. It seems to me if the testing is going to mean anything, and if we are going to have a real and objective evaluation, it would be certainly of interest to know what happens, not only to the children who have progressed under title I but also those who transfer to other schools and even those that transfer out of target areas into, let us say, an integrated setup or some other school quite distant from the original school, so we will have an opportunity to evaluate the progress that the child has made.

Dr. Sullivan. I would say it is a must.

Mr. Hawkins. Yes; it would seem to me that the record should be complete, if we are going to really get a real evaluation.

Mr. ANTON. This is our intention and also, as our youngsters proceed into the longitudinal study and through junior high, we will attempt to do this one other thing that title I has enabled us as a school district to do, and this is what Congressman Landgrebe mentioned about seed money. Many of the things that we are beginning and have done in title I are spilling over and are being utilized in the regular school program.

Mr. HAWKINS. Thank you.

Dr. PURDEY. Mr. Hawkins, might I add one thought on that.

The evaluation, in this context as well as everything else under the title I program, takes personnel, it takes time and it takes money and we have faced a real problem; as I think was indicated by the testimony offered today, we would like to put a great deal more of our title I compensatory funds into evaluation and into the sort of thing that you are referring to here.

We do face the problem that for—with the great need for additional teachers, paraprofessionals and so on, that all the money we bleed out and put into evaluation results in reduction of the program.

And this is the constant dilemma which we face, the great need for evaluation, but also the great need for programs, and I would be the first to say that I have been very dissatisfied with the degree of evaluation that we have been able to do; but I think it is really not dislike of evaluation or reluctance on our part, but simply, where do you put the dollars.

I think this is something that Congressman Bell and I would like to discuss with you some other time because it seems to me that the program in Los Angeles is a very exciting one. Many claims have been made and certainly, I think with some real justification. I think that it would be a crime if we do not get a true evaluation of it.

Dr. PURDEY. Badly needed.

Mr. HAWKINS. So that we can build on it or change it, if necessary. And I think we will have lost a great deal that may be of benefit to the Nation if—in these areas such as Los Angeles—we do not get a good evaluation report, and I certainly think that Congressman Bell and I both would be interested in trying to work out some assistance, if absolutely needed, to get that evaluation.

Dr. SULLIVAN. May I make just a comment with reference to that, Congressman Hawkins?

When I was in the Office of Education, Commissioner Howe and I worked to try and get in any legislation, really to, I guess you might call it, two pieces of appropriation to follow it. One would be planning and evaluation money that was earmarked and identified for advance planning and evaluation; and then, program money, because unless we do we are not going to get the kind of results that you are asking for here, nationwide.

Mr. HAWKINS. I recognize two schools of thought on it and certainly, we cannot speak with any authority that we can prevail in our views but what you have indicated today, I think, is a good argument as to why we must have evaluation.

Dr. PURDEY. I would offer on behalf of the school system, I am sure, with Dr. Sullivan's approval, a complete willingness to engage in a greatly extended and more intensive evaluation program if additional funds could be provided for this purpose.

Mr. Hawkins. Thank you.

Mr. Clay.

Mr. Clay. Yes.

Dr. Sullivan, I am still not too clear on your free lunch program. I was wondering——

Mr. Hawkins. It is almost lunchtime, isn't it? [Laughter.]

Mr. Clay. I was just wondering if you could send the committee the factual information on the number of people who are participating.

Dr. Sullivan. We will ask Mr. Boas to do that, and he will, right away.

Mr. Clay. Fine.

Dr. Sullivan. Post haste.

Mr. Clay. Several questions, here.

Is it against the law to use personnel that are paid by title I funds in areas other than title I areas?

Dr. Sullivan. Is it against the law? On that, I am going to ask Bill to respond. We are not supposed to use title I personnel for other than title I programs.

Now, there will be cases where we have programs that are being developed—for example, right now, Mr. Lansu—we have asked Mr. Lansu to assume some responsibility for a reading program, districtwide. Well now, we have Mr. Lansu, and we have some title I people, and we have some district-paid people working on a total program which is for both the target schools and for districtwide schools. Now, in that way——

Mr. Clay. But that will help the title I program?

Dr. Sullivan. That is right.

Mr. Clay. But I mean areas that are exclusively outside of title I programs.

Do you use personnel——

Dr. Sullivan. I am assuming that we should not use title I money to pay for those salaries.

That is right.

Mr. Clay. What would you do if you found out that some of your title I personnel had been used in areas that had nothing to do with title I programs?

Dr. Sullivan. I think we would have no choice but to see to it that it did not happen.

Mr. Clay. What would you do to those that had performed, or that had given the orders for people to work in those areas?

Dr. Sullivan. It would depend upon the situation. I could not respond to that, as of the moment, in terms of what action would be taken against individuals.

Mr. Clay. I will be more specific.

Were title I people used during the recent teachers strike in areas other than title I programs, where supervisory personnel and instructors were being paid out of title I funds, transferred to other classrooms that are not title I classrooms?

Dr. Sullivan. Yes; this could have happened and I am sure it did. We had a crisis; we had to face it, and we may have done this in some cases.

Mr. Clay. And you faced it with our Federal money? You tried to break the strike with our Federal money?

Dr. SULLIVAN. We were not trying to break the strike. We were trying to keep the schools open for those youngsters and parents who wanted to go to school.

Mr. CLAY. Who gave the order to use title I personnel in areas other than title I programs?

Dr. SULLIVAN. It came from my office.

Mr. CLAY. And you think this order was justified?

Dr. SULLIVAN. Yes; I do.

Mr. CLAY. And you think those of us who appropriated money for title I thought it should be used in situations like this?

Dr. SULLIVAN. Well, I cannot answer that question.

Dr. PURDEY. Mr. Clay, may I—and Dr. Sullivan—interject a justification, because I think I and the superintendent in charge of secondary schools bear a full share of responsibility for this.

In times past, on at least two, and possibly three, occasions, we have had severe conditions of flooding, we have had fire conditions, we have had, previously, a 1-day, or really 1-day extensive cessation of work and then succeeding partial days' cessation of work. At those times and when Mr. Wilson Riles——

Mr. CLAY. They cannot hear in the back.

Dr. PURDEY. When Mr. Wilson Riles was in the office of compensatory education, we did contact him, indicate the problem we faced, asked if it were permissible under conditions of emergency to temporarily use title I or Miller-Unruh or assembly bill 938 funds to assign these teachers into regular classroom situations, and we did have approval from Dr. Riles to take this action.

Now, I must be candid in saying that at the time of the recent strike, we did not contact the State department to request specific permission, because it had been granted on the two previous occasions when such authority was requested. We operated under the assumption that because this again was an emergency situation and we did have, at the elementary level, more than 60 percent of the children at school, that we should utilize the teachers where they could operate to take care of those children and provide the best educational program possible for the children whose parents did send them to school.

Mr. CLAY. Well, I will not follow through with that at this time, but I am sure that there is going to be some followthrough on it.

I would like to ask you a question, Miss Akasaki. You carefully documented for us the racial composition of the students and the teachers in the target area. I believe you stated that 50 percent were Mexican American and——

Miss AKASAKI. That is by number of schools. It is not by population or enrollment of each school and I did not—I have to break that down for you and send it to you. I do not have it broken down.

I think, Hank, you must have——

Mr. BOAS. My recollection was that when we did check it and we could put it together and send it to you, that it was, in terms of young people in the program in the neighborhood of 60–40, 60 percent Negro, roughly 40 percent Mexican.

Mr. CLAY. They cannot hear, in the back.

Mr. BOAS. I am sorry.

When we intially checked it—and I will have to—this is from memory. I would have to verify the figures—my recollection was that it was in terms of youngsters in the program, roughly 60 percent Negro, 40 percent Mexican American; and in terms of schools in the program, roughly a 50–50 split.

Mr. **Clay**. In terms of numbers, now, approximately how many of those 55 schools are predominantly black schools?

Miss **Akasaki**. Well, there are——

Mr. **Anton**. We have 19 in east area, so that would mean about——

Miss **Akasaki**. I would say, of 55, if you break that in half, 20——

Mr. **Clay**. Approximately 25 are black.

Miss **Akasaki**. A little more than that would be black.

Mr. **Clay**. Approximately how many of them are predominantly——

Miss **Akasaki**. Mexican American?

Mr. **Clay**. Mexican American?

Miss **Akasaki**. Well, let us say if you break it——

Dr. **Purdey**. Say 22 of the 55 schools are predominantly Mexican American.

Mr. **Clay**. Predominantly Mexican American.

All right. You gave us the breakdown on the teachers and the pupils in these schools. Of the 25 black schools, predominantly black schools, how many have black principals?

Miss **Akasaki**. Let's see. Here, let me—if you could go—I will come back to it.

Mr. **Clay**. Well, can you tell me the number of Mexican-American principals, of the 22 predominantly Mexican-American schools?

Miss **Akasaki**. I don't think we have any.

Mr. **Anton**. None.

Miss **Akasaki**. There are none.

Mr. **Clay**. None?

Dr. Sullivan.

Dr. **Sullivan**. We will give you those figures, submit them to you. I can't—you are talking about 55 schools, now, the target schools, how many black principals and how many Mexican-American principals.

Mr. **Clay**. How many Mexican-American principals in the whole school system?

Dr. **Sullivan**. Well, again, I can't give you—how many would you guess?

Mr. **Anton**. I would say, no more than eight.

Dr. **Sullivan**. Eight or 10.

Dr. **Purdey**. Eight or 10 Mexican American.

Mr. **Clay**. But of those 22 in the target areas, there are none. Is that correct? Dr. Sullivan, can you tell us?

Mr. **Anton**. Some vice principals are in target schools, but principals, I think there were three of us; and the other two are in identified schools but are not in the target 55.

Mr. **Clay**. Why are there no Mexican-American principals?

Dr. **Sullivan**. Well, actually, because of the procedures that have been set up for some time in the administrative—preparing the administrative lists, there have been no Mexican Americans that have been able to get up through that channel. Now, we recently have had the board adopt a project, within the last year and a half, that allows us on what we call a 3046, to appoint Mexican American—I will withdraw that—to appoint people who are not on the list to a school, if they meet the special needs of that particular school.

Mr. Clay. Is this to indicate that Mexican Americans are not intellectually equipped to run our schools?

Dr. Sullivan. It means that they have not prepared themselves and they have not come—met the qualifications that have been set up.

Hank, do you want to talk to that?

Mr. Boas. Mr. Clay, on that point, this is a problem that has been recognized for sometime in the district. The pool of people to select administrative personnel from, in terms of Mexican Americans, particularly, is rather limited in terms of the number of people that have had experience and have the proper credentials.

In an attempt to alleviate that problem and primarily as a result of the influence of our ESEA advisory committees, we have had and instituted for, I believe it is 3 years—it could be 4 years—a program which we call the PAK program. It is an administrative trainee program where potential administrators from minority group backgrounds are given extensive experience in administration and, hopefully, can then be promoted into principals, vice principals, and jobs in the district.

Dr. Sullivan. This applies to the black as well as the Mexican Americans.

Mr. Boas. This applies to the black as well as the Mexican American.

Dr. Purdey. I think it should be pointed out in there that if you survey the teachers within the district, that approximately—and I am calling this off the top of my head, and we have a copy of the survey which would give the precise figures—but I think, Congressman Clay, approximately 1½ percent of all teachers in the district are Mexican American or Spanish surname.

Mr. Clay. Is this an indictment of Spanish Americans or of your system?

Dr. Purdey. Oh, I don't think so, at all. I think that there have just been—Lord knows, we have been actively recruiting to obtain more Mexican-American teachers and would readily employ more and more, but I think it's the whole background of history in this community in which there has not been a high proportion of Mexican Americans coming into the teaching profession.

Now, Mrs. Stockwell or some of these folks here, I think, could speak more accurately, or Mr. Anton, with regard to this than I can.

Mr. Clay. You say you would readily employ Mexican Americans. Do you readily elevate those who are already employed?

Dr. Purdey. Yes, we certainly do. And I think the evidence of our last administrative exams would indicate that where we had a very substantial proportion of both Negro and Mexican-American candidates who were successful in the examination and who have been appointed to administrative positions. I think it must be realized, too, that in this school district, we have not operated on the basis of assigning Negro principals to Negro schools or Mexican-American principals to Mexican-American schools——

Mr. Clay. That is apparent.

Dr. Purdey (continuing). but throughout the entire system.

Mr. Clay. You are saying that you have Negro principals in schools that are predominantly white?

Dr. Purdey. That is so.

Dr. Sullivan. Yes, we do have.

Mr. Clay. How many?

Dr. Purdey. Again, we would be glad to provide the information. With 435 schools and that number of principals, I wouldn't want to call it off the top of my head.

Mr. Clay. You know, it just seems miraculous that you can sit here here and quote these millions and millions of dollars and these other figures and now, you cannot quote a figure relating to 435 schools.

Dr. Purdey. Mr. Clay, if we had known that there were going to be questions along this line, I am sure we would have come prepared to——

Mr. Clay. Or if you had been interested in this area prior to this hearing.

Dr. Purdey. I think that is an unfair inference.

Mr. Clay. Then, you mention in your written presentation, here, or in some of the figures you gave us, that you have a school, Soto School—is that how you pronounce it?

Miss Akasaki. Right.

Mr. Clay. That has 96 percent of the student population Spanish surname. Is the principal of that school Mexican American?

Miss Akasaki. No.

Mr. Clay. The children who attend this school, do their parents, most of them, speak Spanish?

Miss Akasaki. Well, I would—Mr. Anton will——

Mr. Anton. At Soto Street, you mean exclusively Spanish or would it be bilingual? I would say perhaps 20 of them might not know English, at Soto.

Mr. Clay. They do not know English?

Does Mr. Eversoe speak Spanish?

Mr. Anton. I believe so, brokenly.

Mr. Clay. But he can communicate with those parents and children?

From the Audience. If I may——

Mr. Hawkins. Will the young lady identify herself if she is going to testify.

Mrs. Stockwell. Evangelina Ramirez Stockwell.

Mr. Clay. Is that Spanish surname?

Mrs. Stockwell. I want to be counted as having a Spanish surname. May I add that we conducted a survey. I am attached to the English second language program and have had some connection with the bilingual programs and we conducted a survey and we found that in the majority of schools in the Los Angeles school district—and maybe you don't know this, Dr. Sullivan—in the majority of schools in the Los Angeles school district where the percentage of Spanish surnames was the greatest, say 80 to 90 percent, the percentage of children that spoke no English at all, which meant that they couldn't even understand when you asked their names—was 12 to 15 percent. Children with Spanish surnames, the percentage was 12 to 15 percent, that did not speak or understand any English, at all.

Now, you are going to say, Well, what about the remaining population. The remaining Spanish surname population were proficient to some degree in English and Spanish. They might understand this much English [indicating] and this much Spanish [indicating] and speak this much English [indicating] and understand this much [indicating] so there was a large continuum of proficiency but the majority of the parents of these 12 to 15 percent speak no English at all. Usually you find the father can communicate and understand in English because he has had to do it because he goes out to work but the mother and the grandmother are the ones that raise the children and they speak no English at all.

Mr. CLAY. The bilingual program that you anticipate establishing, the funds that you indicated were being cut back, will this affect that program?

Dr. SULLIVAN. No.

Mr. CLAY. Did you have any trouble securing teachers for the bilingual program?

Dr. SULLIVAN. Well, we have some bilingual programs. We have bilingual programs in operation now, funded by district funds and then, we will—and we have an application in now with the U.S. Office of Education which has just been submitted for a major grant under title VII of ESEA and I would ask—I would not think we would have any serious difficulty in getting teachers for that bilingual program.

Mr. CLAY. I have no further questions.

Mr. HAWKINS. Mr. Landgrebe.

Mr. LANDGREBE. I have heard a good bit today about the serious condition of our educational system and it basically or obviously goes back pretty much to money and appropriation of money by the various governmental units. There are some school administrators here today. What about the attitudes, the dedications of the teachers, generally speaking? Is this a serious matter? And will money alone correct this situation? What is happening here in our schools, these strikes across the country and many of the things that are happening?

Dr. SULLIVAN. Well, I certainly would not take the position that money alone is going to solve all of the problems of education. I think that a number of things have to happen.

One, we, as school administrators, have to take a look at the allocation of our present resources and establish some new priorities in terms of changes in our society. And this we are doing, which is one of the things when you have to make a severe cut such as we have had to make, that we are doing at the present time. And we are learning from this that maybe some of the things that we are doing now, as a result of having these severe cuts, we should have done some time ago, so what I am saying is, No. 1, as much as we can, there is much we can do. There are many things we can do without additional money. However, if we are really going to meet the demands that are placed now on our schools when we are required to—not only required but have the moral responsibility of providing equal educational opportunity for all youngsters—there just has to be additional resources and there has to be some equity in the distribution of those resources.

For example, I indicated that we have a $684—I think that's it—cost at elementary. Beverly Hills, not far from here, has about a $1,200 cost. And Needles, Calif., and San Francisco have about a $1,200 cost per unit of ADA, I believe. And so, there has to be some tax reform both at the State and the Federal level in order to make money available to those districts that cannot provide the services that will truly give equal educational opportunity and quality education for all youngsters.

Now, as far as the teachers and their dedication, I do not question that at all. I do question the fact as to whether or not—and this is why we feel that in our school system, we need to move ahead with a rather massive, what I call staff development inservice training program, so that a teacher teaching in the Mexican-American community can learn to understand better the problems and the cultural background and so on than they do at the present time.

This would apply to administrators also. We need to change some attitudes among all of us, from myself on across the line.

Mr. **Landgrebe.** Now you talk about these other schools that are better financed. Doesn't Los Angeles have a tax base that it can—every direction in this city, I see new skyscrapers going up. Isn't there a tax base here that can be drawn on? Why is it that—and I hear this all over the country—why is it the big city, with these masses and masses of—and this is a serious question—why is it that you do not have and cannot have a tax base comparable to the suburbs?

Dr. **Sullivan.** Well, with reference to California, there are at least two comments I would make to that. We have gone to the people, since 1957, with at least four or five requests for a tax override and the people have not been willing to approve the tax override, so we have had no increase in our taxing base since 1957.

Second, in California, the State government is the only governmental unit that really has to go to the people in order to get an increase.

For example, we read in the newspaper the other day that the county taxes are going to be raised 93 cents. Well, this can be done simply by a vote of the board of supervisors. They do not have to go to the people.

And throughout the country, referring to this nationwide—throughout the country now, the people just have reached the point where because of primary taxes with reference to schools and property, they are beginning to rebel and it is the same whether it is in Atlanta or whether it is in New York or Chicago or whether it is in Los Angeles.

Mr. **Landgrebe.** Well, they are starting to rebel and with this tax rebellion, it looks to me like you will have to live then with what is available and do a good job. You can only get what you can get, in the way of tax money.

Dr. **Sullivan.** Of course, in our State, actually, I believe, back I don't know how long ago but, actually, it was intended that the State would support public education. It is a State responsibility.

Mr. **Boas.** With the passage of the sales tax.

Dr. **Sullivan.** With the passage of the sales tax, back in 1937, I believe it was, the State support for public education was to represent at least 50 percent of the cost.

This is never—well, it did in those years but now, as I indicated, today, in Los Angeles, it represents 28 percent.

And so if there is going to be more immediate money for Los Angeles, it is going to have to come from the State.

Mr. **Landgrebe.** I do not know. I have not seen a chart recently, but I know that there have been a number of schoolteachers who have moved from Indiana to California within the last few years because of the very attractive wage scales and fringe benefits in this State. You talk about a tax rebellion. Did some of the people feel that maybe you have reached somewhat of a level here that maybe it ought to level off in increasing the costs and maybe some of these things ought to be a little more comparable to other parts of the country?

Dr. SULLIVAN. Well, there is no question but what—and we think in Los Angeles, we have a good salary schedule and I think throughout California our wage scales for teachers are adequate. I certainly do not think they are excessive at all.

And we have tried, in California, to keep up with the cost-of-living increases; as far as any other basic increases in salary are concerned in Los Angeles, there have been none, other than cost-of-living increases during the past, oh, at least 7—6 or 7 years.

Again, I was indicating, I think one of the things that we just have to do is to decide how are we going to spend, if we have limited dollars, how are we going to spend those limited dollars. Can we continue to meet, for example, cost-of-living increases and have programs suffer? Those are some of the questions that we are faced with right now.

Mr. LANDGREBE. You point out—in fact, we really are here to talk about title I but in your comments, you put into print here some of your problems regarding the financing of the Los Angeles schools and you mentioned there was a cut made of some $42 million last May 21, last week, a total of 5 years' successive cuts totaling $72 million. During this time, you have had a 27,000-increase in students, you have had an increase in expenditures, 46 percent.

Now, how have you met that challenge with that substantial decrease in funds, as I understand this, some $72 million less money, 46 percent increase in expenditures. Are these cuts in the requests or actually reduction of money over a 5-year period?

Dr. SULLIVAN. Well, it is not actual reduction of money over a 5-year period but as costs have gone up, you see, this is what we are referring to, increases and teachers' salaries have gone up, we have had to cut services.

For example, the list that I gave to Congressman Hawkins and the list that I gave to Congressman Bell indicated that we were cutting down on custodial services, we were cutting down on our—what we used to call our child welfare in attendance personnel. We have had to reduce the six-period day to a five-period day, reduce teachers, we have cut down on medical services, we have cut down on maintenance, repair, replacement of equipment, and so on, in order to meet this budget reduction.

Mr. LANDGREBE. What—did I hear you say that your actual operating budget was over—something over $500 million for this year?

Mr. BOAS. That is right, yes.

Dr. SULLIVAN. We also have, in California, an override tax, several override taxes that—such as children centers, adult education, special education and so on; and so the total budget is—the general budget is $552 million, without these, and the total is $687 million.

Mr. LANDGREBE. All right. Now, what was it 5 years ago? How much of an increase have you had in actual increase, actual expenditures?

Dr. SULLIVAN. I was not here only a year ago so I am not familiar, but it may be in that document. We can find it for you.

Dr. PURDEY. I would say it has gone up between $20 and $30 million a year, in general, Mr. Landgrebe. Now, I think it is important in the nature of the questions which you have been asking, to point out that since about—well, let us take primarily the close of World War II—that the Los Angeles City School District has faced the combination of factors produced by extremely rapid growth and this whole inflationary spiral, so it has had a double-pronged effect upon the school district.

Our growth is significantly tapering off. Five years ago, we were growing at the rate of about 6 percent a year, earlier than that, as high as 9 percent.

Mr. Landgrebe. That is enrollment?

Dr. Purdey. That is enrollment.

Years ago, we were down to 2 percent. This year, we anticipate no additional growth in enrollment. To some degree, this gives us a little bit of a breathing space and as assessed valuation goes up, as you indicated, with all the building you see around here, it does broaden our tax base.

Unfortunately, the method of allocation of State funds to school districts provides both basic aid and equalization aid and as our assessed valuation broadening the local tax base goes up, the equalization aid from the State goes down, so we do not profit from that point of view.

Mr. Landgrebe. All right.

Just a couple more quick questions. I am sorry to be a little lengthy here.

Does the State or the local—do you budget anything more than 1 year at a time, at the local level?

Mr. Boas. Yes.

Mr. Landgrebe. At the State level, you budget 1 year at a time?

Dr. Sullivan. Right.

Mr. Landgrebe. And yet, you tell us repeatedly we have just got to provide money based on a 5-year period and really rather complaining that we did agree on a 3-year basis for the Federal funds.

Now, why is this?

Dr. Sullivan. Well, in the first place, there has to be—I do not know whether you are talking about Federal or State, but in both of them, in terms of the Federal, the fact that you have authorized title I now for a 3-year period is a real step forward because we have some assurance then that there will be a 3-year program.

Now, what we are hopeful—and this was in the what I call the Jim Kelly report—that we developed when I was in Washington—that before the end of the third year, you will make a decision a year in advance of whether you are going to extend it so that we do not wait until the end of the year and then not know until September or October whether we are really going to have an extension, and this is one of the things that is of concern to us and the advance funding concept that has been introduced in title I is again a step forward.

And I would simply indicate that in all of the Federal programs for education, if we could have this kind of procedure established, it would be extremely helpful.

Mr. Landgrebe. But even so, this is really a breakthrough, this going to 3 years——

Dr. Sullivan. Oh, yes.

Mr. Landgrebe. Generally in budgeting for education.

Dr. Sullivan. Yes.

Mr. Boas. If I may, there is one other comment.

In the district's regular educational program funded out of local resources and out of State resources, the program planning period begins in December for a program that would be implemented the following September, basically. In December we have estimates of anticipated income for those programs. Unfortunately, under the federally funded and under the special State funded programs, that notification of an estimate sometimes is not available to us until June or July, sometimes not until after the program has actually begun. I think that is one of the concerns that, you know, if we knew today that we were going to have approximately the same number of dollars in title I for next year as we had this year, yes, we could plan.

Mr. Landgrebe. In other words, in State and local government, from history, you have a pattern——

Mr. Boas. That is correct.

Mr. Landgrebe. Of about what you can expect?

Mr. Boas. That is correct.

Mr. Landgrebe. I have got to get one more punch in here. I am still a States rights man and we keep constantly hearing from legislators—or from educators, that it really ought to bypass the State government on funding education particularly for big cities. Now, can't you fellows—can't you relate your problems to State legislators as well as you can to the U.S. Congressmen? I mean, I just do not understand the fact that you tell us the State legislators do not seem to understand your problem and that you would prefer to—all right. A big city, the big cities of Los Angeles, Chicago, Indianapolis, do have problems different from the smaller communities that I come from but in the State of Indiana, Indianapolis has, I believe, one-sixth or one-fifth of the entire legislature comes from that particular city and I do not see why you people seem to feel you are being short-changed by the State; and I am most serious in this. And I think when we forget about the 50 States, the sovereign States, and start whacking across those State lines and going directly to the Government, we are going to create some new problems that we just have not got any idea what we are going to do.

I will end with a statement rather than a question.

Thank you, gentlemen.

Mr. Hawkins. I assume you do not anticipate any response to that last statement?

Dr. Sullivan. He did not ask for it so there will be none.

Mr. Hawkins. So there will not be any.

Again, to you, Dr. Sullivan, and Dr. Purdey and your associates, we wish to thank you for the contribution which was made to this hearing.

The hearing is going to recess at this time. We will come back, reconvene, at 2 o'clock or as close to 2 o'clock as possible, at which time we will hear from two panels, this afternoon, a panel of teachers and then a panel of community and parent representatives.

The hearing is now recessed until 2 o'clock, this afternoon.

(Whereupon, at the hour of 12:44 p.m., the hearing was recessed.)

AFTERNOON SESSION

Mr. Hawkins. Will the committee reconvene its hearing?

The first item of business is the panel 3, the teachers; is Mrs. Terrell present?

From the Audience. They are not quite back from lunch, I guess.

Mr. Hawkins. Are any of them, Mrs. Stockwell, Mrs. Shapiro, Miss Pitts, or Miss Matson?

(No response.)

Mr. Hawkins. Well, are the community and parent representatives—Oh. I am sorry, Are you on panel 3 with the teachers?

Voice. Yes.

Mr. Hawkins. The time is going to be very tight this afternoon, I suspect, and, certainly, we would like to have your cooperation in trying to summarize some of the statements to the extent possible. All of the statements will be printed in the record, in their entirety and it may serve our purpose better and we may be able to accommodate the other witnesses. If you can, it would certainly be appreciated if you will summarize the statement.

Would you identify yourself, please, for the record.

Miss Pitts. I am Phalba Pitts, coordinator John Adams Junior High School.

Mr. Hawkins. Miss Pitts, fine.

And you are which one?

Miss Matson. I am Helen Matson, teacher——

Mr. Hawkins. Miss Matson, fine.

Miss Matson. At Markham Junior High School.

Mr. Hawkins. Now, which one would like to lead off? You, Miss Matson? Would you like to leadoff, please.

Miss Matson. I can.

STATEMENTS OF MISS HELEN MATSON, MISS PHALBA PITTS, MRS. TERRY TURRELL, MRS. ANGIE STOCKWELL, AND MRS. ELIZABETH C. SHAPIRO, TEACHERS

Miss Matson. Good afternoon.

My name is Helen Matson and I am a classroom teacher in a title I program. It is with a great deal of pleasure I am privileged to appear before you. I wish to present my feelings as a teacher in a student achievement center which, as you are aware, is funded by title I.

Specifically, my opinions will be those of a classroom teacher who is, so to speak, on the firing line, each day. In short, I teach mathematics to students who are in the SAK program at Markham Junior High School here in Los Angeles. These students are of average ability but for various reasons, are performing below the expected achievement level.

We are required by our guidelines to give priority to the most educationally deprived in reading and/or math. Since the average IQ at Markham is 82 to 85 and since we are aware of the normal IQ, we know that those students are several grade levels below the norm. Therefore, if title I funds were withdrawn from Markham, the effect would be tremendous in many aspects.

First, we stand to lose our entire student achievement center which operates as a team to attack the social, emotional, psychological, and educational needs of the educationally disadvantaged child.

The team consists of:

(1) Teacher;

(2) Aides;

(3) Auxiliary personnel such a counselors, nurses, resource personnel, et cetera; and

(4) Parents in the community.

This team works:

(1) To identify and diagnose the students' academic achievement problems; and

(2) To recognize that through a team effort, the student can achieve at a normal rate with our comprehensive and competent staff.

We further feel that by attacking the students' problems from many fronts, they will achieve at a normal rate.

Second, a concentrated reading improvement program would be eliminated with the loss of title I funds.

Our student achievement center teachers, through an in-depth inservice educational program, have been trained to emphasize and reinforce reading through a variety of instructional techniques and media.

Since the SAC students are participants in a concentrated effort to improve their reading, there is a greater opportunity for them to achieve at a normal rate with the concentrated effort of both English and math teachers emphasizing reading.

These students are achieving grade level in reading and math.

Therefore, if our funds were withdrawn, our students would be then forced back into large classes without individualized instruction.

It is doubtful that they would achieve grade level under these conditions.

Our final loss would be that of a greater community involvement and participation in our school's instructional program.

With the initiation of a community advisory committee, we have persons available who can aid us in every aspect of our program. Such aid was once virtually nonexistent. The title I funds have had an overwhelming impact on our school.

Our SAC students have increased in many areas, with the most outstanding being their motivational level, appreciation of self-worth, and in the functions of leadership.

Substantiation can be shown through our records and evaluation of the program in our school.

When I speak of the motivation of my students, I mean the overall student participation in the program has tremendously improved.

Some of the areas of participation are as follows:

(1) On any given day at Markham, there are 550 to 600 of our 2,400 students absent from school, which is one-fourth, but of our 350 students in the SAC program, one-tenth are absent. This is motivation to attend school.

(2) We have no dropouts in the SAC program. Motivation to remain in school.

There are no OT or opportunity transfers. This is social adjustment. transferring of students as compared to its existence in our school, motivation to learn, to adjust socially, and to mature educationally.

As a teacher in a title I program. I would like to mention a number of residual effects which I have seen and must attribute to a large degree to the program in which I am a participant.

All of these things, of course, are in addition to general student improvement which I have previously stated.

One of the most important byproducts of the SAC program has been the increase in student morale. Our students seem to have a greater worth of self than when they entered the program.

Second, the use of indigenous community aides has helped tremendously. Not only have the aides helped directly in the program, but they serve as a bridge in articulating our program to the community at large. This, I feel, has led to an improvement in communications, something which has been sorely needed.

Student motivation has increased as a result of the teamwork exhibited by aides, parents, and teachers.

Broadfront techniques are used by these elements to increase the student motivation.

Field trips have been extremely helpful.

Imagine, if you will, students who live in an urban area like Los Angeles who have never seen the ocean or the zoo.

This does not include other community resources which, in a sense, remain foreign to them.

This program has afforded the youngsters numerous opportunities to take advantage of the varied community resources in the Los Angeles area.

Personally, I cannot overlook the fact that I enjoy teaching much more since I have been in SAC.

Lock-step methodology is out of place in our flexible program.

Major emphasis is placed on whether or not the student is learning.

I feel that I speak for my colleagues in title I classrooms when I say that this program has been a boost to our morale.

It is our fondest hope, gentlemen, that we be allowed to continue to improve our program for the benefit of our students.

Thank you for your cooperation and kind attention.

Mr. Hawkins. Thank you, Miss Matson.

We will hear from the other participants and then open up for statements by the members, later.

Miss Pitts. I am Phalba Pitts, reading coordinator at Jane Addams Junior High School.

Mr. Hawkins. I think we have a little difficulty in hearing you. Would you move that closer to you?

Miss Pitts. Mr. Chairman and Mr. Landgrebe, it is a pleasure for me to come today and try to answer three key questions, and also give an overview of the reading and language arts program in the SAC program.

The first question that I would like to answer is. What would be the effect on your school if title I programs were withdrawn?

The goal of compensatory education in California is to increase the academic achievement of educationally deprived children.

It is based on the recognition that these children, when provided with a comprehensive and innovative program, serviced by a competent staff, can achieve at normal rate.

Title I is providing such a program.

The withdrawal of these funds from our school would have the following adverse effects:

(*a*) Pupils would be deprived of the intensive training in the improvement of skills in reading, speaking, listening, grammar usage, spelling, and writing.

This training has been in the form of prescriptive teaching and individualized instruction, the basis of which is individual pupils' needs.

(*b*) The individual and group counseling of pupils according to their needs would no longer be available.

(*c*) The augmented health services provided by the professional and paraprofessional staff would be eliminated.

As a component of the student achievement program, these services now include the individual health appraisal of each pupil, the development of a health profile for each pupil, assistance in obtaining the correction of defects, parent conferences and special health education for pupils, parents, and staff.

(*d*) The psychological services which are an integral part of the program would be eliminated.

The assessment of individual achievement in reading and mathematics, the identification of individual personality and behavioral characteristics, an analysis of the learning style, a program of instruction planned at the pupil's level and the regular measurement of achievement would no longer be available.

Question No. 2: Are the title I programs in your school really having an impact?

Yes.

The student achievement program's greatest impact is in the following areas:

(*a*) Pupil achievement and its related factors, attendance, behavior, work habits, et cetera.

This is documented by official records, including progress reports, profile charts, and weekly evaluation sheets that are available to us today.

(*b*) Intergroup experiences planned with small and large groups, racially, socially, and economically mixed, are helping to alleviate the effects of segregation and provide a more healthful and positive attitude toward self and the community.

(*c*) Parent involvement in school intergroup, and community activities.

The parent advisory committee is encouraged to, and does, participate in the total compensatory education program.

Monthly meetings are held at the school and presided over by the chairman of the group.

A copy of the minutes of one such meeting is available today.

(*d*) Staff development of professional and paraprofessional members to improve the quality of instruction is ongoing.

Continuous in-service training activities and workshops are held to assist the staff in diagnosing learning needs, to prescribe, to implement, and to continuously evaluate the effectiveness of our programs.

Question No. 3: How would you use additional title I resources?

Additional title I resources would be used to establish a more academically enriched program.

Included in this program would be a multimedia learning center which would enable pupils to follow lines of inquiry, practice skills, read supplementary materials, complete assignments, catch up when behind in assigned work, prepare materials, and do exploratory assignments.

Audiovisual aids such as tape recorders, overhead projectors, record players, film projectors, television, radio listening posts and earphones would be utilized, as well as programed materials which encourage independent work.

With additional funds, we could explore the use of the real world as a classroom.

This could be done through cooperative projects with agencies and institutions in the city.

This would provide the use of community and citywide resources for effective learning opportunities and vicarious experiences.

For example, ninth-graders who have not or cannot decide on majors for high school and vocations or professions after finishing school could be given opportunities to work on projects in local institutions that are designed to enlighten and guide them in various fields that would help them to make their decisions and, consequently, lead to meaningful employment in their adult lives.

Auditory and visual experiences for all pupils in the program would be greatly enhanced through cultural activities such as theatrical performances and musical groups.

If funds were available, these groups could perform throughout the school area for the pupils.

Study sheets would be provided and discussed in the classroom prior to the performances, and discussions with the aid of the performers could be held after the performances.

Pupils would be given opportunities to ask questions, express their feelings about the performances, act out scenes, and sing or play instruments in the presence of the performers.

Additional funds would also make it possible for pupils to go on more field trips that would provide enrichment.

Included in these would be instructional exchange trips which would make it possible for pupils to visit other schools in the district so they could participate in educational projects.

Thus, more opportunities would be provided for pupils to become acquainted with students of different cultural patterns and to build a mutual respect for diverse cultural backgrounds.

Last but not least, additional title I funds would be used to explore and provide more innovative programs that will seek to improve self-image, expand horizons, and improve human relationships.

I would like to take the time to give an overview of some of the things that we are doing in the reading program.

The information that I shall share with you has been divided into three major topics which include the requirements stipulated by the State guidelines, an overview of what we can do to fulfill these requirements and the results of the intensive programs set up by the reading and language arts staff.

The subtopics under each of the major topics include the instructional program and accountability; auxiliary services; intergroup relations; staff development; community and parent involvement and enrichment programs, projects, and field trips.

The guidelines state that the individual student's particular learning and reading difficulties shall be diagnosed and an instructional program shall be prescribed and implemented, based upon that student's individual needs.

The reading and language arts teachers gave diagnostic tests to each pupil such as the ones displayed here. [Indicating.]

They include the Nelson Denner reading test, the Gates basic reading test, the Stanford diagnostic test, Ora reading test, and the McCall-Morrison test.

The complements of tests of basic skills were administered as a pre- and post-test to measure the growth of each pupil from September to May.

After the results of the diagnostic tests were available, we prescribed for the pupils lessons that were designed to correct deficiencies.

Pretests based upon deficiencies were given with specific objectives stated.

Individualized instruction is provided for each pupil.

Daily exercises and lessons are given which increase the pupils' knowledge and enable them to pass the posttest with considerable gain.

The pre- and post-tests serve as great motivating factors.

Pupils can readily see their deficiencies after taking the pretests, and it is gratifying to them to see what they have actually learned by comparing the pretest with the posttest.

Prior to the use of prescriptive teaching, pupils were not really aware of what they did not know and could not measure what they had learned after being instructed.

The pre- and post-tests serve as incentives and have proven to be great factors in motivating the pupils.

They are eager to know what their scores are and how much gain they have made.

Using this method makes it much easier for the pupil to actually see his deficiencies and see the need of studying and improving in the areas where he shows weaknesses.

This points out the real need for accountability, districtwide.

It is my belief that the achievement levels of all pupils would be greatly raised if such a method could be used in all classes.

Weekly evaluation sheets and profile charts are kept as records to show pupil progress.

Included in these are pre- and post-test grades, points gained, standardized test scores, and other pertinent data.

Classroom instruction is greatly enhanced by the use of supplementary materials and equipment such as novels, stories, plays, records, tapes, films, overhead projectors, control readers, tape recorders, record players, film projectors, listening posts, and so forth.

Pupils are encouraged to use the supplementary materials after they have finished assignments in the classroom.

They also are used as an integral part of the complete instructional program.

A day in class may be summed up like this: Review of the previous day's work; questions and answers; explanation of what today's lesson is about; instruction, exercises, and the use of supplementary materials. Equipment is also used. A brief quiz is given, and homework assigned which is based upon individual needs detected during the day.

This procedure is used for both individualized and group instruction.

The results of prescriptive teaching have been quite positive, as the weekly evaluation sheets, progress reports, and profile charts displayed here will indicate.

Pupils who have achieved very little in previous years have shown considerable progress in all the subject areas, work habits, and cooperation.

Attendance has also improved greatly for many of them.

Verification of this will be found on progress reports from previous years and those received this year.

These [indicating] are some examples.

I have a student's card as of June 20, 1969, before he entered the program.

In homeroom, he received an "S" in work habits, a "U" in cooperation. He was absent 49 times. He received a fail in English; a "U" in work habits, and an "S" in cooperation. In history, he received a "D," a "U" in work habits, an "S" in cooperation; mathematics, a "C," an "E" in work habits, and an "E" in cooperation. Science, he received a "C," and "S" in work habits, a "U" in cooperation. Wood, he received a "C," an "S" in work habits. an "S" in cooperation, physical ed, a "D," a "U" in work habits, and a "U" in cooperation.

Now, this is the card that he has received this year, since being in the SAC program.

In the homeroom, he received an "S" in work habits; an "S" in cooperation.

In English, he received a "B," an "S" in work habits, an "S" in cooperation; geography, B–S–S; mathematics, B–S–S; metal, A–E–E; service, A–E–E; and physical ed, A–S–S.

Which means that he has made considerable progress since he has been in the SAC program.

And I would give one more example of a young lady.

Mr. HAWKINS. Miss Pitts, I do not want to interrupt——

Miss PITTS. Yes.

Mr. HAWKINS (continuing). But we are running much over our time.

Miss PITTS. This will be here for display.

Mr. HAWKINS. These other witnesses are wondering whether or not some of the material that you are now presenting to us, which is very interesting and documentary, could be presented to the record, entered into the record and not, let us say, all of it given at this particular time.

Miss PITTS. Yes.

Mr. HAWKINS. So we can summarize as much as possible.

Miss PITTS. I will just mention a few points about each.

Mr. HAWKINS. We would appreciate it. Thank you.

Miss PITTS. Yes.

The auxiliary services which includes the nurse, the counselor, the teacher aides, these services are very important to the program and we certainly have enhanced the program with the use of these people.

The intergroup relations component which engages in reinforcing positive human relations within all segments of the school and community has certainly helped a lot with our program.

They have sponsored workshops, plays, and other cultural activities. Workshops have been conducted by Bimini center, and these have been most helpful in orienting new teachers and offering guidance to both teachers, aides, parents, and pupils.

The cultural programs that we have sponsored at school have enhanced and enriched the children's backgrounds, and we have taken several that I will not name at this time.

I would like to close with saying, the above-mentioned instructional activities, programs, field trips, and auxiliary services have provided experiences which we are sure will enable the pupils to participate in and enjoy the educational, social, civic, and cultural responsibilities of a democratic way of life, the results being basic knowledge, interests, skills, and appreciation conducive to a favorable adjustment in a complex and changing society.

Mr. Hawkins. Thank you, Miss Pitts.

The next witness on the panel is Mrs. Terry Terrell.

Mrs. Terrell. Yes.

Mr. Chairman, I am Terry Terrell, and I have been a teacher in the Los Angeles schools for 8 years, and let me say for the elementary teachers who are with me today, we are very sorry; we have a habit of getting lost.

Mr. Hawkins. Well, some of the members of the committee have plane reservations tonight and so we are running a little short, and others will be coming in and out. There are seven additional witnesses.

Mrs. Terrell. Fine. We will try to keep our——

Mr. Hawkins. In trying to allocate the time so that someone is not going to be very angry at the end of the day and think that this committee is very unsympathetic to their point of view.

Mrs. Terrell. Very fine. I think you will find us short and to the point.

Mr. Hawkins. Thank you.

Mrs. Terrell. I think that we should say in the very beginning that compensatory education does work. We are in the classrooms every day and we see boys and girls making measurable gains, and you will see them, too, when you receive our scores, pretty soon.

Before I even begin, I am going to speak to the point of the instructional program in the elementary schools.

But before I do that, I, too, as did Miss Pitts, want to speak to the auxiliary services.

We are very pleased to be able to have children come to us in the mornings who have enough to eat.

We are pleased to be able to go to a counselor at a school fulltime to help us diagnose, to help us identify, possibly, a gifted child.

We are very pleased to be able to have the pupil—the welfare in attendance workers, as we call them, pupil personnel counselors, to be there to assist us and to support us in the instructional programs.

I will begin now with parts of the instructional programs in the 55 schools in the elementary area.

I think that compensatory education, as it exists now around the components, provides a whole new approach to education.

The world is a moving place. The schools must keep up with the world.

Therefore, not only are you providing us with funds, but you are giving us a teaching approach which I think is unique in the history of public education, to this point.

We are able to do many things with the additional personnel which we have not been able to do up to this point.

We have been able to take a diagnostic prescriptive approach in the teaching of reading and mathematics.

We have always known this, but they did not tell us that there would be no one in the classroom to help us, no parents there, paid to assist us, and no counselors or supportive personnel to be able to help us out.

Mr. Hawkins. Mrs. Terrell.

Mrs. Terrell. Yes.

Mr. Hawkins. I think you are the third witness in this panel who has mentioned the question of involvement of parents and others in the classroom.

Why did it require title I funds in order to get involvement of parents?

Mrs. Terrell. Because most of our parents in the inner city are working parents. If we are going to—certainly, our mothers would like to be at school with their children, but in order to sustain their families, many of them have to be out working.

Therefore, if we can pay them to be assistants to us, in the classroom, if we can pay them to be our new——

Mr. Hawkins. You are talking about parents who are actually employed in the classroom rather than the parents who volunteer their services in the classroom?

Mrs. Terrell. I think it is very pertinent that we realize that whether they are volunteers or whether they are paid, it is the same kind of input that we need.

Mr. Hawkins. With regard to those who volunteer their services, we have gone to schools in the last 2 days and we have seen many parents and we were told that they were volunteer——

Mrs. Terrell. That is true.

Mr. Hawkins (continuing). ——workers, and that they were simply the parents of children perhaps in the class. They were actually volunteers. Now, assuming that you have many such parents who are volunteers—and I am not so sure that we should always insist that they be volunteers, but nevertheless, the question is, Why is it that education had to wait for title I in order to try to get the involvement of parents?

Mrs. Terrell. I can understand and I can appreciate your position, but I still say that—and there are many programs that do involve volunteer groups, but I must stick to my point that title I does provide funds, and in the inner city when we pay parents to be of assistance to us, it is more effective. I think you will find that true.

May I go on.

Mr. **Hawkins.** Yes.

Mrs. **Terrell.** I think Mrs. Shapiro will talk more——

Mr. **Hawkins.** I just wanted to raise the point because several had mentioned it, and I thought that some of the others could develop the idea as to why certain things are done with title I which seem so evidently elementary and simple and you wonder, sometimes, why they were not done before this.

Mrs. **Shapiro.** I don't think that we ever had the funding before, unfortunately. Through being able to bring parents in from the community and pay them, we have been able to involve them more readily with the program and then, through these people being more involved, we have been able to recruit more volunteers and more community people.

Mrs. **Terrell.** Because of the time and economic factor.

Mrs. **Shapiro.** Yes. The involvement was not as great, before. This is a draw for them. They can be paid.

Mr. **Hawkins.** What we were trying to do, in a sense, was to get you away from these formal presentations and begin discussing some of the things that you are saying rather than just keep reading statements. I think we get a lot more if we have some dialog with you.

Mrs. **Terrell.** I understand. I think I have not said anything yet that I have read.

Mr. **Hawkins.** If you would just make a brief statement and then let us discuss something with you, I think that would be a little better.

Mrs. **Terrell.** We want you to know, in our schools, we have a very real diagnostic and prescriptive approach to education.

We have some documentations here that you might be interested in seeing, later.

If my colleague, Mrs. Evangeline Ramirez Stockwell, would like to make a statement now——

Mr. **Hawkins.** Mrs. Stockwell, would you like to make an opening statement at this time?

Mrs. **Stockwell.** Yes.

I will be addressing myself particularly to the English and second-language component.

Mr. **Hawkins.** Would you see if you cannot talk a little closer to the microphone.

Mrs. **Stockwell.** I will be addressing myself particularly to the English second language component and some of the bilingual educational programs that have been tried in some our title I schools.

Before I started I was going to ask you to sketch me a picture of a dragon, but we could be here all afternoon and we would probably never——

Mr. **Hawkins.** That would be my political opponent.

Mrs. **Stockwell.** Right—and I could probably never walk away with the concept of what I really wanted you to do. I can guarantee you that neither one of you could develop or draw me a dragon that would look like this. [Indicating.]

Mr. **Hawkins.** He looks like that.

Mrs. **Stockwell.** I make this point——

Mr. **Landgrebe.** What is his name? I forgot his name, Mr. Hawkins.

Mr. **Hawkins.** He is really a fine gentleman.

I am sorry.

Mrs. **Stockwell.** All right. I will get back to business.

I make this point because I say that you might not be able to draw me a dragon that looked like this, not because you lack intelligence nor because you might lack artistic ability, but simply, well, to use a term that has been applied to many children, non-English-speaking children, in our area—not because you are dumb, but mainly because you lack the Chinese experience of what a dragon looks like, in the Chinese culture.

Many of our children have been labeled as being dumb and stupid simply because they do not communicate in the target language of the school.

I think that one of the most important and greatest successes that the title I program has had for the people that we have been able to reach in our program, is that it has done away with this feeling of a person's being dumb and stupid because he does not communicate in the language of the school.

Mrs. **Terrell.** That does not necessarily apply to only bilingual students or people.

Mr. **Hawkins.** There, again, you get back to the same question: Why is it that you had to wait for the Congress to act to pass title I funds under the Elementary and Secondary Education Act to recognize that this was happening in the schools?

Mrs. **Stockwell.** We really haven't been waiting. Many teachers in our schools have been aware of this, and many parents have been concerned and have been aware.

Mr. **Hawkins.** Mr. Landgrebe, you can get in any time you want to.

Mrs. **Stockwell.** And I think the only reason we mention the impact of title I is because it has—through all the noise and stink, come up, out of State and Federal money, people are beginning to see that, "My gosh, you know, we can get results and things can work," and possibly through the attention the State department and the Federal Government is giving us, we hope to spread it out to other people. It is just a means of—it is propaganda, to be realistic.

Mrs. **Terrell.** You know, Congressman Hawkins and Congressman Landgrebe, you know, it takes personnel and it takes materials, it takes many things, which go back to the economic factor. In order to be able to develop materials, to develop a program—and I think that because we have had the additional personnel—we have always had these people. We have always had these very fine—Angie has been in classrooms, but she never was able to specialize then in English as a second language, for example.

It takes personnel. It takes materials. It takes this kind of assistance. In order to be able to help boys and girls, we have to meet these children on their own grounds and that takes money. We want more of it, please. [Laughter.]

Mr. **Hawkins.** Mrs. Shapiro, do you agree, now—

Mrs. **Shapiro.** Yes, I do.

Mr. **Hawkins** (continuing). With the others?

Mrs. **Shapiro.** I had a kind of a prepared statement here that I was going to make about the changes that have been made in parent involvement and some of the innovative and new things we have done at my own particular school, which is the 28th Street Elementary, in north area.

I guess I could make a summary, real quick.

As a classroom teacher, I think probably the most valuable thing for me has been the educational aide program, because I have had community members in my own classroom to help me to reduce the teacher-pupil ratio. When I have a child or two or three children that have specific needs, under my supervision, she can work with those particular children, and she can also work after I have given corrective lessons; she can then help them with followup of corrective lessons.

Mrs. Terrell. Otherwise, that mother might be working someplace else, might she not?

Mrs. Shapiro. Right, right, right.

And this, in turn, this opening up of the school community or these parents that are coming in to be paid are also bringing back the information—this is another key—to their community members. Where they previously might have been afraid or not aware of what was going on in the school, they are bringing this back to the community and sharing the information, helping parents help their children.

I have seen this with my own aide; and ways that she has helped other parents of the children in my classroom.

The school now, because of the advisory council and some of the things involved with the title I funding, has become a place that is not only used from 8 to 4, but has opened up to community—for use of the community.

We have done things like brought people in from SC to help the people with tax forms and had different groups meet at our school, and we have been instrumental in getting a traffic light which was much needed—things like that.

This is, I think, one of the key things that has been done as a result of the title I funding.

Mr. Landgrebe. Mr. Hawkins, I think it is most unfortunate that after listening to so many rather boring witnesses in Washington, we come clear out to California and have this charming panel and have to cut them off with just a few minutes. I am sure we could spend an afternoon in really a serious discussion about the problems of the school and most—I am positive, would be most enlightening and most profitable.

How long have you been teaching, now?

Mrs. Shapiro. This is my third year.

Mr. Landgrebe. Your third year. Since you have come into the school system, you have always had the aides?

Mrs. Shapiro. No, I have not. This is my first year.

Mr. Hawkins. How about the other ladies? Have you worked with aides and without aides, I assume?

Mrs. Stockwell. In our program, we don't have the aides. I am instructing in ESEA—

Mrs. Terrell. I have worked with aides and I have worked without aides, and let me tell you, there is a tremendous amount of difference: I would like to invite you to my classroom, and then we will let our two friends go out. You can see the difference, yourself.

I think lowering the adult-pupil ratio has quite a bit to do with it.

If one of my friends over—if one of my students needs some work with beginning or final sounds or whatever it is that he needs, to be able to unlock words and sentences, to be able to communicate in our society, then there is someone there who can take him aside and work on this.

If he were—or she—were not there, this would not be possible.

Mr. Landgrebe. In other words, you have found this aide program to be generally satisfactory?

Mrs. Terrell. Invaluable.

Mr. Landgrebe. There must be some aides that come along occasionally that, well, you could get along without, I presume.

Mrs. Terrell. We—I think Angie——

Mrs. Stockwell. Terry, If I might interject——

Mrs. Terrell. Certainly.

Mrs. Stockwell. In working in the schools, I have noticed that the quality of aide personnel that we get is superior. Some of the aides would make even better teachers than some of the old teachers we have. And I want you to know that the aides that we have are trained.

They go through an intensive in-service training where they are taught the mechanics of how to deal with this child in the classroom on a 1-to-1 ratio and this one, 1-to-1. This closeness that the parent or an aide can give to a child cannot ever be replaced.

Mr. Landgrebe. I noticed down in San Diego, the area that I visited the past 2 days, and the aide program is working, I visited one inner city school where in one classroom, they had two aides in a smaller first grade or kindergarten level, and I really was impressed and, of course, everyone in the school administration, teachers and administrators and, obviously, the children, were quite happy.

It was not a glamorous building; it was rather modest facilities; but there seemed to be a, really, an exciting teaching process going on.

Now, we must move on to a couple of other matters.

I find that one of these testimonies here indicated, How would you use additional title I resources, and there was no place in the answer that I can find where you propose that we involve the other 50 or 60 percent of the boys and girls who do not have title I programs available to them. This has been stressed. We have taken it, reduced it from—down to a very small number of schools.

You go into great detail to tell all the different things you could do in addition to what you are doing, but I assume it was just an oversight that it was not mentioned. Well, gee, let's broaden the programs to involve more children.

Mrs. Shapiro. I think, unfortunately, since we have been in title I schools, we have become so excited about the program that we forget that there are other people who are not.

Miss Pitts. I would like to say that I think it would be beneficial if we could increase the number. We have seen such great progress with the children who are in the title I program until we really feel that the other children are being cheated, and we would appreciate it.

Mr. Landgrebe. If the response is strictly enthusiasm for your work and your program and the progress of your children, I will accept that as a real valid answer.

Another point here, another comment was made someplace, that there is, in this particular school, about 25-percent absenteeism, obviously per day. That seems extremely high. I don't know—the comment was made that in the title I program, however, it was—it had dropped down to 10 percent.

Miss Matson. Right.

Mr. Landgrebe. In other words, we are obviously using the carrot rather effectively on 350 students, have reduced the absenteeism substantially.

Is there no other way that we can use the stick, maybe, and get a better—in other words, we are spending a lot of money to improve the opportunities for target children while there are, in a body of 2,400 students, an absenteeism that runs from 550 to 600 a day, which is just about 25 percent.

It seems to me that there ought to be a lot of emphasis—you can't teach anybody anything if you can't get him in the classroom.

Miss Pitts. I think that the problem there is—what I was trying to show is the fact that the program is so motivating, has really increased their motivation to attend school, until the other kids who are not in the title I program have no desire, really, you know, to come, and these kids have from the average, which is about one-fourth absenteeism, we have gotten it down to a tenth of those kids who are in the title I.

Mr. Landgrebe. I do not think I have to be repetitious. I think that I make the point, in fact, you make the point, that there are many, many, many problems in education——

Miss Matson. Right.

Mr. Landgrebe (continuing). That almost defy solution at this time and particularly with the high absentee rate, and we have talked today about the limiting funds but I know, in Indiana, the State is probably putting five or ten times as much money into education as it did maybe 10, 15 years ago—I was a member of the State senate—the hundreds of million and yet, we have some real serious problems and——

Mrs. Stockwell. I know I do not need to remind you that you cannot equate the problems in Indiana with the problems of Los Angeles City schools.

Mr. Landgrebe. No; but I will bet you that California and Los Angeles have increased overall expenditures for education many times over in the past 15, 20 years.

Mrs. Stockwell. This might not be a solution to the problem or the point that you are making that 40 or 50 percent of the children are not getting any education because of the fact that we have concentrated the amount of money on specific schools, but I put the question to you: Is it better to educate—and it is a value judgment that we have all had to make, all the teachers, and I have had to make it in my own situation. What would you rather have—a population of children that are educated at the point of 10 percent or start off and really show that you can really educate children, if you have the means available to you, at a 100-percent proficiency?

Mr. Landgrebe. Well, of course, I do not think there is any Member of Congress who—but speaking for myself, I would like and want and expect every bit of education I can have for the dollar that is invested, no matter whether it is State, Federal, or local money.

We do know—and I do not want to be repetitious, but, we do know of some instances where there seems to be a lack of dedication, determination on the part of the teacher, the administrators and others, cross country. We do have some problems of this kind. Motivating the people who are charged with doing jobs is a problem, too. I have this even where I have private industry. But I am sure we could have some real fancy arguments if we could go on a little longer.

We will go back to the school in San Diego, an inner-city school where they have the bilingual problems, they have racial problems, they have all the problems, but by getting just people involved, the parents who come in and work as aides—and I do not believe that this is a real expensive route to take. The aides are considerably—and we expect, the teacher expects them to work for less money than the trained professional, so, again, I will sort of summarize my questioning with the statement that it is getting people involved that is going to perhaps salvage the educational system and quickly get moms and dads—I did ask the question of a group of mothers who had been involved. I said, "What do your husbands—how do they react, coming home and not having lunch and so forth?"

And they were very enthusiastic. The husbands, also, are getting excited and so, not all is lost but it is going to take some emphasis and some dedication to do the job.

Mrs. Terrell. The community involvement component in the title I programs is probably the most important and I am even equating that, well, with the instructional program because it can go right along with it.

Parent involvement will either make or break the program.

I think for a long time, we have been needing to—and I go back to paying parents to be able to—to provide them with the economic subsistence to be able to handle this for us.

As they provide assistance for us, they are also taking our programs into the community, which is another motivating factor.

I think the title I programs are the most exciting things going. As I said, we do need more, to expand them into all those schools which otherwise might qualify, and I think all my colleagues would agree.

Miss Pitts. I would like to say one other thing about parent involvement.

We have had great success with parents on the volunteer basis. We do have some who are paid but because of close contact with the parents, we have been able to involve them in many of our programs.

This is done through telephoning, visiting the parents, and inviting them to come to the school to see what we are doing and when they come, they are so impressed that they are very happy to lend a hand to help in anything that we ask them to do.

And I think that the closeness of the parents with the coordinator, the teacher and the aide has been a very valuable factor.

Mr. Hawkins. I think that that is a good note on which to end this panel.

Again, we would like to thank you for the contribution which was made, Mrs. Terrell, Mrs. Stockwell, Mrs. Shapiro, Miss Pitts and Miss Matson. I think that it has been a wonderful dialogue and, certainly, you are to be commended on your presentation.

Thank you.

The Chair would like to announce at this time, I must go to speak to a group at Markham High School, and I am 30 minutes late.

Mr. Bell is going to return momentarily and, in the meantime——

Mr. Landgrebe. So you are stuck with Mr. Landgrebe for a few moments.

Mr. Hawkins. Mr. Landgrebe is going to chair the meeting and it is a pleasure to turn the chair over to my distinguished colleague from the State of Indiana.

Would those ladies who have just testified who have prepared statements who have not left them, will you kindly leave them with us so that they can be inserted in the record in their entirety.

I want to apologize to the community representatives as to this previous engagement but there is nothing much that I can do about it.

Mr. Landgrebe?

Mr. Landgrebe. Thank you, Mr. Hawkins. Have a good speech.

STATEMENTS OF COMMUNITY AND PARENT REPRESENTATIVES: MRS. RITA ZEPEDA, EARL PERSLEY, SIMUEL HUMMONS, MRS. DOROTHY ROCHELLE, MRS. CONNIE RAYA

Mr. Landgrebe. You are all parents of children and you have been involved in these programs in the area.

Have you decided who would be the first speaker or how you wish to—you may proceed as you wish. Go ahead. You decide that.

Mrs. Zepeda. Can I start?

Mr. Landgrebe. Again I would like to ask you, if you have a prepared statement, it can be inserted in the record, so kind of make your main points and give everyone a chance.

Mrs. Zepeda. My prepared statement is to the point so I would like to read it because I did take time to prepare it.

Mr. Landgrebe. With the consent of the other panelists, why you go ahead and read, as rapidly as you can, please.

Mrs. Zepeda. Okay; but before I testify, I would like that you please make sure that Congressman Clay receives a copy of my testimony because it is in relation to points that he has raised.

Mr. Landgrebe. I will see, personally, that he receives a copy.

Mrs. Zepeda. Thank you.

Mr. Landgrebe. I will appreciate a copy, myself.

Mrs. Zepeda. My name is Rita Zepeda.

I have been a member of the Los Angeles City Schools District Compensatory Education Advisory Committee since 1968.

Presently, I am the chairman for Committee "A" which is for East Los Angeles schools.

I am also a parent.

I am completely dedicated to the concept of Federal aid to education and especially to compensatory education.

I have observed where title I funds have been used for the purposes of improving education for minority children and I have seen the progress that our children have made and I have seen the positive results and changes in school programs.

This program is too critical and important, it has expanded horizons for Chicanos and blacks and many people believe in it.

If we are to keep this program effective, we must be honest with each other, and this is what I intend to do today.

I will give you my personal feelings; however, I also believe that my concerns are those which I have heard most often.

Let me begin by telling you where improvements have to be made immediately at the Federal level.

Perhaps I can say that the funding procedures for Federal funds for education are almost unbelievable.

Gentlemen, if private industry followed your procedures for funding, our economy would be in chaos and in general, a disorganized mess.

For example, if General Motors plants were given 2 weeks to plan for their new models, they would not get the job done.

In general, the bureaucratic red-tape, at all levels, has to be reduced or minimized.

Locally, let me explain some of the hangups that hinder the effectiveness of our title I programs.

Gentlemen, our district has to insure that administrators in the local schools, who do not even believe in the idea of Federal aid, are not placed in Title I schools.

We are getting tired of having administrators and other personnel who are opposed to Federal aid running schools with title I funds.

We also have to change the "Everything is fine" attitude that prevails in our area.

The way I see it, there seems to be no one in power who is making sure that the programs are effective or following guidelines.

For example, there are some schools that have very effective advisory councils and some who are a farce.

We have "paper" advisory groups who "meet on call" and others who meet and talk about everything under the sun except title I, and still others who are run by the principal.

Believe me, the problem with community involvement is that the principal is the one responsible for it and often he is not sympathetic to this idea or he is not trained in how to involve the community.

Another problem is that title I information is lacking on advisory groups, in the community, on faculties and, in some cases, on title I staff.

Gentlemen, perhaps you may think that I have been too negative, but as I told you earlier, I have to be honest.

Therefore, I also have some recommendations that I think are necessary for solutions.

1. We need more money.

Many schools are in need who are not in this program.

Gentlemen, schools and our children should be a priority, not bombs and rockets.

For example, we need money so that academic programs can be strengthened even more.

This is where it counts.

2. We need more time for planning and money needs to be available for long-range planning.

Be realistic.

Streamline your funding procedures.

If you went home to your wife and ordered her to do the weekly shopping in 15 minutes, you would have an irate wife and a terrible menu. And maybe, a divorce.

3. More care has to be taken for selecting staff and personnel for title I programs.

As an example, one criteria for selecting principals for title I schools should be evidence that they are sympathetic to Federal aid and that they have been successful in involving the community.

4. Our advisory committees need to be given some policymaking power.

Our administrators have trouble just sharing power; however, our upcoming training program is a step in the right direction.

Parents need training and administrators and other staff need training.

This is long in coming.

5. We need someone with power to oversee the local school programs.

6. Parents on advisory committees should receive some kind of compensation.

Guidelines for advisory committees for local schools—and I mean specific guidelines for title I schools—are needed.

I believe, for example, that no less than 50 percent of an advisory committee should be parents.

In closing, I want to say that we are making progress in the six components, especially when they are administered properly.

I have been critical but only because I believe in the program.

I have been honest with you and education would be in better shape if honesty had been the rule instead of the exception.

I have made some recommendations, but there are many other things that need to be done.

I do hope that you can do the things that can improve our schools.

Thank you so much for this opportunity to express myself.

Mr. LANDGREBE. All right. Thank you.

And now, let us hear from someone else who has either a prepared statement or go right—Earl, do you wish to speak? That is my name, too. Go ahead.

Mr. PERSLEY. Thank you, Mr. Landgrebe.

My name is Earl Persley and I am secretary of Compensatory Education Advisory Committee "C."

I first want to say that compensatory education does work; however, no system that doesn't involve all of the people who need it is adequate. And by this, there are guidelines—I should say boundaries, that are set to divide target areas and yet, right across the street, you will have people living in the same conditions that you said were necessary for another area to receive title I funds and they are not receiving them.

I would also like to answer a question at this time that was brought up by Congressman Hawkins. I think the question was, Why did people have to wait until Congress enacted before community people were involved? and the question was answered many ways except to me, the proper way. And I think what happened here is you have an attitude problem.

Somewhere during the last decade, the school and the community became divorced from each other and this was largely because the administration developed an attitude that it was their school. The community developed an attitude of apathy and out of this, you had educational chaos and today, you have the need for the community and the reason why you don't have many more people coming forth on a voluntary basis is the fact that they truly believe that they are not welcome at their school; they don't believe that the school does belong to the community, which, indeed, it does. Without a community, you have no need for a school.

Now, in working with compensatory education for the last 2 years, as I stated before, I have seen positive programs, but as Mrs. Zepeda has said, I have also seen negative results from administration, also. And until we can find proper supervision, until we can get to the core and until we can really—we need money. This is why you are here, to see if we need money. The educational system in America needs money. We need it, we feel, more than anybody else because we are located here, but let me say this: I think that throughout, in whole, today, we have placed so much emphasis on money, money, and money, that I think we have lost a very important point. That is that even if we get this money and in the end result, little Johnny doesn't improve, you have wasted your money. And I think he can only improve, that if you have the proper attitude to dispense $1 as well as $100 million and until we can get the proper colleagues between the community and the administration, school administration, he is still going to be a lost child.

The question of who should receive funds and all, it is a basic point that the education level of all kids can only come up to less than 100 percent in the city of Los Angeles because of the inadequacies of funds and inadequacies of administration and the combination of environmental background, but we should be positive and work in a joint direction, together.

Too long have we had separatism in thought.

The point was brought out that many school administrators don't accept community involvement. This is very true. It is becoming less and less but it has been true in the past and communities, to a large degree, the attitude still prevails, so I am only here to say that, yes, we need your appropriations and we need your concern as Congressmen. We need, also, maybe some more strict guidelines even at the Federal level on the dispensation of your funds, that would make sure that you could feel sure when you are sitting in Washington that when you place this money in the hands of the State, that the child is going to receive the benefit of it, because I think, through the redtape and you are saying, "Well, we are turning to the school district here, to the State school board and they can dispense it," that somewhere you might be remiss in your duties in not following it through to the entire letter.

And with that, I will close. My statement is very brief.

Mr. **Bell**. Thank you, Mr. Persley.

Mr. **Landgrebe**. Congressman Bell, we are shooting for a 4 o'clock termination and there is one gentleman who wishes to speak following this panel. Now, if we all cooperate, we can go around the table, we can have some exchange of questions and answers and still have a few moments left for the final—

Mr. **Bell**. All right.

Mr. Hummons.

Mr. HUMMONS. Yes.

Mr. BELL. Would you care to speak?

You can just take that microphone out.

Mr. HUMMONS. Well, I would appreciate it very much.

I am Simuel Hummons. I am the father of a student at 49th Street School where you visited recently. My son has been in 49th Street School since he began school. As a matter of fact, he started kindergarten there.

I can testify well that the program has changed drastically since title I has become available. It really has improved quite a bit. However, the math is still lacking and I feel like title I programs should stress one as well as the other.

I wonder if administrators or teachers are allowed or given enough leeway to make the selections that they would like to make in regard to teaching certain children.

There are some things that I would like to address myself to. I think you went over them several times, here.

No. 1, the lunch program or the mealtime programs are very much remiss, I would say, as children do have to bring money to school for their breakfast as well as their lunch. My child eats lunch at school sometimes and it is 35 cents and not 25 cents; at least, I had better check with him when I get home to see if he's giving me a straight line about that.

The language of the ghetto is something that has to be dealt with, also, and I don't think you are really going to deal with it in school. We are going to have to make adjustments for people to be taught at home the language that is used in the school because you have a different language altogether—not foreign, I would say, but we certainly do not use the type of English in homes as you do in the schools. There is a difference, there. And until teachers and parents become both aware of this, we are going to have to do something.

There are going to be many times where a child will be accused of either laziness, not wanting to learn, et cetera, simply because he cannot communicate clearly, not totally noncommunication but clearly, with a teacher.

I think many teachers are not really aware of the fact they've gone to college and they have sort of forgotten that language that they hear in the street.

The young child coming to school is only just getting away from home and the homelife is one that they talk constantly in this neighborhood language. Somebody said "substandard English." Well, however you want to use it, I think this is one thing, one aspect that's going to have to be looked into, as far as we're concerned.

I wonder, also, how many advisory people—or, I would say, teacher aides, or parents—how many are parents of the immediate neighborhood, which would be much more secure as far as the child is concerned, while he is in that classroom or different other places.

I think all these programs are well but I feel like there needs to be readjustment of guidelines and supervisory people to see that these programs are really benefiting the home as well as the child.

I think unless you see that that child comes from a home that is conducive to perpetuating whatever it is that he gets in school, we might be holding back something because you take a child and send him to school and then, he goes back home for the major part of the time and, of course, he has to relearn this, a constant relearning.

I think maybe some of these teachers will testify to this. It's a thing that goes over and over again.

That just about wraps it up and I would like to turn it over to Mrs. Rochelle, now.

There might be a little bit more explanatory about some of the things that I have spoken about but before I go, all of the programs are not evident to the parents, whether they are in PTA or in the advisory councils, they are not. I think that this also needs to be pointed out, that there are a lot of parents that do not know.

I did not know what PIE was or that there was a program called PIE and things of this type, even though I happen to be very much into the school program and I have been on the PTA since my son started school and I didn't know too much about title I until here last year, when I was fortunate enough to be chosen as one of the members on the Black Education Commission.

So there are many areas of education where the parents are going to have to be brought into things so as to make a workable program or a much more workable program.

Mr. BELL. Mrs. Rochelle.

Mrs. ROCHELLE. Thank you very much, Congressman Bell and Congressman Landgrebe.

I am hoping that the next time you come to Los Angeles, that the parents will get a chance to maybe go on first. Without the parents, there could be no children; there would be no ESEA title I; and we know you are rushed today, so I will cut my remarks very short.

I have been a resident of Watts for 20 years.

I have been on the District Advisory Committee for 4 years.

I have four children ranging in age from 23 to 9, have all gone through school or are going through school in the Watts schools.

There are a few points I'd like to make.

One of the remarks that Congressman Hawkins made about community involvement, also Congressman Landgrebe, I think that parents became involved in their schools out of the poverty program. When the poverty program said to community people, "Go out, organize yourselves and help to solve your own problems," this is when parents realized that they had some input to make in the school.

Not being educators, parents see things from a different outlook. We don't believe that things are impossible. We don't believe that things cannot be changed. We believe in being more innovative and creative than people who come up through the system and they've been taught that things can be done just this way.

The advisory committees are the people who are responsible for the aides being in the school, coming out of the neighborhood. Before, we had a rule that you could never work in the school where your child went to school. We are the ones who said we'd like to have these people come from the neighborhood. This was our idea.

Another point I would like to make, if community people are going to be the salvation of education and save the school, free. It is very unrealistic to think that without more money, people like me will spend my time in the schools every day, trying to help the educational program along.

The fact is that the amount of money we have in title I is tokenism. We have $15 million in Los Angeles. It doesn't begin to reach the needs of our children. With the 55 elementary schools, yes, every child in those schools is covered, because we don't pick our children out. Every child in that school is covered. If that school is a target area school, every child in the elementary school is covered.

But in the secondary schools, we pick out—out of 2,500 kids, we pick out 200. This is tokenism. Then, you're asking, spread it around some more.

There is not nearly enough money to do the job in Los Angeles. We have had some very good success with a lot of our programs. Our SAC program has been written up in the national title I progam as one of the best programs in the country. This is our reading program.

Many of our children have gone on to other—and to college out of the SAC program. SAC is responsible for many of our black and brown children being in college today.

Every child in high school in the target area should have SAC. All we have now is tokenism. The problems of the innercity schools cannot be solved by my donating my free time to school. We need more money; billions of dollars need to go into education in this country. It is unrealistic to sit and say—you know, 20 years ago nurses made $175 a month; today, they make $700 and $800 a month. So it's unrealistic to say, you know, you are spending all this money. Everybody's spending more money. If you have any children, shoes cost $13. A pair of my shoes cost $1.98. You can't expect Los Angeles City schools to run their schools today on the same amount of money they did 25 years ago. Everything costs more. Either we're going to educate children or what are we going to do?

Thank you.

Mr. **Bell**. Thank you very much, Mrs. Rochelle.

Mrs. Connie Raya.

Mrs. **Raya**. I have been involved with the community as an advisory member for the Los Angeles City schools since before title I came into our schools.

I was an advisory member for Senate bill 938.

I have also been a school volunteer since I graduated from high school, way back when. I won't say how many years.

It's very hard to get people out of the community into our schools, mainly because the schools, although they claim that the doors are open to anybody to come in and visit the schools, but it's not so.

People have been looked down at, regardless of what or where or when they do it.

They have been criticized mainly for their economic status, and you will not get parents to come out to the schools if they feel that they are inferior to people there at the school.

This has been a long struggle, getting people into our schools to help out.

We have been making a lot of progress in this area but, as before, you asked why was it that Los Angeles City schools waited until title I came in to have people involved in the schools.

Mainly, the reason why, was this: Policies before, were that parents didn't know what was really what in school. They were the experts;

we were nothing but just peons. We didn't know what we were talking about.

They have learned an awful lot from us, as lay people, that they don't know everything. We have never claimed to know everything, but we know, and the little that we do know, we are more than grateful to share. This is the reason why.

Now, the teachers and a lot of the administrators—I won't say all of them, but a lot of them—have accepted the idea of community people coming in either as the paid aide, which is just a little drop in the bucket, or as a volunteer.

Just recently, I attended a conference in Washington, D.C., pertaining to the volunteers in the schools, and I like the phrase that was used over there by Commissioner Allen and other people, that our community-paid people really, by the amount of wages they are getting, are nothing but a paid volunteer because with the money that they are getting, it doesn't mean—even give them half a start in living, because there are other things that are more important and do not meet their financial status with what they are getting as a person working in the schools. So, actually, when you say whether they are being paid or volunteering, our paid aides are volunteering more time and effort than they are getting paid for.

The same way with fathers, mothers, grandparents, aunts, and uncles who are coming into our schools and donating their time.

But I feel that this isn't going to be just the answer, of getting all the volunteers in there.

Money is a key issue in a lot of things but, also, the manpower is the thing that will motivate a lot of these children, because the reason why these people being in the school motivates these youngsters, because they see familiar faces; they see them on campus and off campus; they see them in the markets, in the shows, when they get to go to the show, et cetera, and they spot them. Right away, "There's so-and-so-and-so-and-so. She's my teacher," or, "She's my friend." A lot of the time, this is what a youngster really needs.

I was questioned in Washington, D.C., once by Mrs. Wolf, whether we thought at that time if somehow or other, moneys could be made available for lay people where lay people could be aides to the counselors. We turned right around at that same moment and told her, Yes. We, as people that are involved in the community, are doing this kind of thing all the way around. Of course, we told them that we knew that we couldn't counsel our own youngsters because being parents, there is always something between your own youngster and your parent, but we can counsel other people's youngsters to the point where we can salvage an awful lot of youngsters.

Thank you.

Mr. **Bell.** Thank you very much, Mr. Raya, and thank all of you for your testimony. It was very articulate and very well done.

Mr. Persley, you say there is a lack of cooperation and good attitude between the school administrators and the parents, and I assume you mean the teachers, too. Right?

Mr. **Persley.** Yes, sir. There is—to some degree, this exists and I mean this——

Mr. **Bell.** Does it exist in a particular school, or does it exist in most of the schools?

Mr. Persley. It is spread. It is not a particular school; it is not all of the schools, either, but it does cover many areas where school administration exists, and I mean in the sense that sometimes, teachers and administrators become too professionalized, and the lay people of the community, not being professional, this is the first attitude that they see, and this might not be all the fault of the teacher or the administrator. This might be a lack of training.

There is a way of communication. In Toastmasters, we learned that in talking to people, we talk at their level simply because we want to make them seemingly involved in what we are talking about. We never talk above them; we never talk down to them; but this exists in many of the schools. Maybe the people don't know how to talk at the lay level or maybe they have been trained too much professionally. I am not saying too much educationally; but they get the professional attitude and they don't know when to lose it or when to drop it off; and this creates a barrier at some times, many times, and you create an inferiority complex within the person who does not know how to communicate with you.

M. Bell. Mr. Persley, I take it that you have been an interested parent for some time now, in school; is that correct?

Mr. Persley. Yes, sir; I have.

Mr. Bell. Have you found an increase in the involvement of the—at least, the schools' attempt to bring the parent more into the problems of the school and the child? Has that been an improvement? Has that increased, the tendency to bring the parent in, or has it lessened or is it about the same?

Mr. Persley. It has in some cases, Congressman, and I mean, in this instance: The State guidelines mandate that you involve community people, and by this mandate, surely the administration goes out and they try to accumulate community people. This does not say that it changes its attitude; and, many times, you have the community people on paper and, actually, they exist, but the attitude still is there that it is the principal's school, it is the administration's school.

I can give you an example. Many times, there will be a budget brought out whereas you're supposed to be an advisory council on these things, but when you get to an advisory meeting, the principal already has a prepared budget and through ignorance of school affairs—and I don't mean an ignorant person. I mean ignorance of school components—you sit there and you say "yes," because you don't know what he is whitewashing you with.

And this is what I'm talking about. He doesn't take the time to explain in detail or sit down before he creates this budget, with you. He brings the budget and you approve it. To me, this is not community advisement.

Mr. Bell. I see.

In other words, it seems to me from what you are saying, that it isn't the fact that they are not interested in doing more. The schools have probably improved their desire to bring the parents into the problems of the school, the problems of the children, but the problem seems to be primarily one of personnel as far as the school is concerned, in your judgment.

Mr. Persley. This is true. I believe the program, within the structure itself, is quite adequate.

Mr. Bell. What you are saying is, the schools are trying——

Mr. Persley. Yes, sir.

Mr. Bell (continuing). To bring the parent in——

Mr. Persley. Yes, sir.

Mr. Bell (continuing). But they aren't using the right type of people to do it with.

Mr. Persley. Either that or they don't have the in-service training that's required.

Mr. Bell. I see.

Mr. Hummons, you mentioned that there was a language barrier between—you felt—between some of the children of the ghetto and the children—understanding the teachers because they haven't—they speak a certain type of language in the ghetto that makes it more difficult for them thusly to understand the type of English that the teacher speaks.

Mr. Hummons. I don't mean that they don't speak English, Congressman Bell. What I mean is——

Mr. Bell. I understand that.

Mr. Hummons (continuing). They use broken language——

Mr. Bell. That is right.

Mr. Hummons (continuing). Not complete sentences, in some cases. I have heard many teachers say that a child has come to school without responding to his own name. Even this type of thing. Well, this can only indicate that he is not getting the type of language structure at home that is going to be compatible with what he is going to learn at school. If a kid doesn't know his name, usually they call him by a nickname or something like that, and he doesn't know his first or last name.

Mr. Bell. I see.

Mr. Hummons. We have quite a few people from the South—not that there's anything wrong with that; but they still use a lot of "I been," "I be," or things of this type.

Mr. Bell. Yes.

Mr. Hummons. Our teachers are very well versed in English, and they adhere strictly to that without assuming that a child really has to be taught this.

Now, I would say that this is not an indictment of teachers or things like that, but someone does have to change the attitude of those individuals that are not sympathetic to that child when he first comes to school and does not respond to the teacher's type of English immediately.

This is something that is tragic, because that kid really needs to be understood more at that time than any other time.

I would say there has been quite a bit of improvement since the Headstart and the preschool programs have been in effect, but before that time, this was a tragic situation, and there are many kids that did not have the benefits of those programs, so, consequently, they yet are not reading, they yet are not responding to the particular type of English instructions that other kids have.

As I think it was pointed out here, some of the kindergartens are reading two grades above level. Unfortunately, my son wasn't so lucky. Right at this time, he is reading a grade below level. I am very struck with the idea that one day, he came home from school and said, "Dad, I can read this book." Well, he's in the fifth grade and he had brought home a fourth-grade book; so I can say this condition exists, and I don't think I talk bad or anything like that.

But I know that there are other people who have not had the advantages of language that I have and, of course, this is something that needs to be looked into and explained to the teachers.

New supervisory methods, inservice training, and this type of thing.

The health factor is something that needs to be looked at again. Some children can't see well because they do not have the health things to go through. Some of them don't hear well, so they definitely cannot respond.

They're making inroads into this by having the nurses in, but I think, recently, the nursing service has been cut here in the Los Angeles area and, certainly, they do not have the physical examinations to go through that would let them get into school a well individual.

Many times, a kid will go to school and he will have to come back home simply because they say he's sick. Maybe he's just hungry or things of this type, you know, but they are doing—I hope they're doing what they can, but we need much more in order to improve these situations such as they are.

And a couple of things that were touched on that I, if I could take a minute or two, here.

Black and brown teachers and administrators are something that we have a dearth of here. I wonder why they have not been certificated.

Mr. Bell. You see, you say you have a dearth of them.

Mr. Hummons. Right. We don't have enough, really, and I think we would like to address ourselves to this condition also.

One of the administrators was talking about it before. I forget his name, right now—talking about they were doing something about it. Of course, I wonder if they are doing as much about it as they could. I think we do need to see more people of color, both black and brown, in the schools so that these children will have someone to relate to.

If the condition exists that all teachers are not friendly to paraprofessional personnel coming into the school, then let the administration make more teachers of that kind available to those children so that we won't have to have these situations.

In Los Angeles, they are considering a zonal change which will eliminate some of our administrators in policymaking positions, also. I don't know what we can do about that, under title I. This is actually happening. It will eliminate some of our people in administrative positions and probably move some of our teachers right out of the school system.

We are well aware of the fact that the last to be hired is the first to be fired and, of course, we black and browns fall into that category.

So here, again, even though title I is doing something about this situation, it seems that the State or the city or the county, whoever is responsible for these movings around or rezonings, is going to do something to eliminate them just as we are getting into position to get them.

Mr. Bell. On that, Mr. Hummons, you say rather quickly that they will eliminate black and browns quickly as a result of the cutback.

Mr. Hummons. Right.

Mr. Bell. I would think that that might not be the case because I would think the major problems of these schools are problems in which perhaps black and brown teachers can serve better than Caucasian or other groups because the problems in the schools are so difficult and do involve people perhaps of black or brown races, as you want to say, more than perhaps in other areas where the poverty is and so forth, and so they might want teachers that can—that are of the same color, if that is important.

Mr. Hummons. Well, I think it's been pointed out that it is important; however, that may well be, providing the people of color were to be put into the administrative places, et cetera, like that, but the way it stands right now, the proposed situation is that it will not be—there will only be one black individual, as far as they have said so far, into the top administrative spot and no brown, you know, and on down the line.

Mr. Bell. Well, nobody officially, though, has said that to you?

Mr. Hummons. Well, it's been talked in committee and, you know, usually, when it gets down to us in committee form, it's been pretty well decided.

Mr. Bell. Do you know the reason for this zonal change? Do you know the reasons behind it?

Mr. Hummons. No, I don't know what reason they give.

Well, they say it's just to eliminate some of the things or they are getting ready for decentralized education but it seems the way they're trying to do it now, it will propagate segregation to the extent that if they do not comply with the 15 percent, they do not have to comply at all or have any type of integration in the school program.

Mr. Bell. I am not purview to the—their answers to this problem or what they are saying, but I did happen to have a conversation with one of the administrators and I think if you will check it, you will find that part of the reason for these zonal changes is the fact that the public has not voted the bond issues and the money necessary and the Federal Government has cut back in its contributions, as has the State, to such a point that they have to find some economies and I think that is the basis of their thinking.

Now, I cannot guarantee whether it is right, wrong or what, but I have heard that as the possible reason. I do not think it is the suggested one that you are making, but I could be wrong.

Mr. Hummons. Well, we might get into a little philosophy. Maybe somebody else would like to express his idea, but it certainly would seem to me that why restructure the school system for the sake of economy and say that's the reason? They could do it without, you know—certain other things, they certainly are doing a lot of other things, it would seem.

Mr. Bell. As I say, I am not going to get into the argument as to why it is done but I just wondered if you had had that sugestion made to you that that might be the answer.

Mr. Hummons. You hear lots of things. It's like mercury. You can't put your fingers on it.

Mr. Persley. My only comment in reference to what you are talking about, is why move these teachers if they are the ones that are going to be effective.

To me, Congressman Bell, that is a very appropriate question not to be addressed to us parents but to those who are doing the moving, and I say this in reference to I know of a particular superintendent over in the elementary area who, to me, has been very effective in perpetuating title I and its involvement and setting up a good structure in her particular area and she is moving.

So, you see, to me, her movement will be a loss to title I.

But it goes back to what he was saying that the last hired is the first to go and I don't think this rule is the rule that basically benefits the school district.

I would rather believe that which is most effective, you try to retain.

Mr. **Bell.** Well, as I say, I do not know what their rules are. You probably have a better insight than I do about this. But I was just suggesting a possible answer to this.

Mrs. Rochelle, you mention the money aspect of this and the fact that we have such small amounts of money going to education that it is almost tokenism as far as the Federal Government is concerned and I am sorry but I will have to agree with you.

Mrs. **Rochelle.** Thank you, Congressman Bell.

Mr. **Bell.** I have, myself, introduced a bill substantially increasing the amounts of money to go to the local areas and that has not passed but I hope perhaps next term, we will try again, see if we can get it through. But I think we have to rearrange our priorities. I think the priorities are too low on education and I think particularly of the compensatory-type education, so I am very much in favor of increasing those priorities on education. I think it is very important and I would have to agree with you on that point.

Mrs. **Rochelle.** Thank you very much, Congressman Bell.

Mr. **Bell.** I think we have to recognize, also, that perhaps the homeowner is not going to continue paying the taxes that he is paying and so, it seems to me, that it is quite logical that education should be both a State and a Federal responsibility in a larger proportion for each of those two governments and perhaps less the local area because we have wide movement of people today that we did not have, from all parts of this country of ours. We are all one country and we move around and you cannot hold each homeowner responsible for the different movements and tax paying ability of others. So I think, to a large extent, it is a Federal Government responsibility and a State government responsibility.

Mr. Landgrebe?

Mr. **Landgrebe.** I do not know if I have a question.

I think my comments will be more in agreement with statements that have been made here today by this particular group.

I have had children in schools, I have been active in PTA and things of this kind, and I felt throughout the years much as you folks do now, that educators did not always welcome us or did not quite as much as I thought they should have, and this might account for some of the failure of some of these bond issues, not so much the people's opposition to education for their children but sort of a reaction to all of this dynasty that has sort of got away from us.

Now, perhaps—perhaps—just accidentally—and I don't think that Congress ever—maybe they did—maybe, just by accident, title I funds are bringing a working relationship back and bringing in the mothers and dads.

So actually, at this moment, I am quite optimistic about the hearings we have had today and the fact that we will always have problems but we might be approaching some answers.

As far as the color of a teacher, in my own thinking, I could care less what color the teacher is. What I am interested in is the product, the kind of quality that comes out of that schoolroom and that graduates and goes out into the world and lives with people and takes care of himself.

I listen with interest to the language gap that I don't know as I have ever heard even mentioned before, but I can see that there is a problem here. Unless there is understanding on the part of the teacher and the parents and other people, there can be a real serious problem and stigma that carries through and causes a lot of unhappiness for the pupil and for the community. So I would hope, sincerely hope, that there will be no action taken by Los Angeles schools or any other school system to diminish the balance or the number of teachers of any particular color. Let us have the best qualified people, put them in the slots, the places where they are best fitted, and can do the best job with the kiddies.

Again, I want equal educational opportunity and I want it to be the best possible for every child that is in the school system.

Mr. Bell. Mrs. Zepeda, you had something to add?

Mrs. Zepeda. Yes, to Congressman Landgrebe. I did put it in my testimony that I don't think we mentioned the color of the teacher. We mentioned that we needed sympathetic administration, administrators. We are talking principally about principals and teachers that must be sympathetic to the needs of the children. It is a very sad thing when you walk into a school and the teacher will push a child away. We have observed this. We have observed many, many things. We could go on here for hours with you. It's only very sad that you did put us in the end, as usual, like you say, "Peons, go to the back. The rest come first," and it's getting to be a pattern.

I know that we are pressed for time, but I did testify last week for the EYOA Educational Aides, and they have been pushed here, today, but there is a mighty great need for the bilingual aide. I am not saying "brown," because I'm getting tired of this. The minute we mention the name "brown" or "black," they jump on us. That's all right, as long as they are sympathetic. What I am saying is that there is a need—if you have ever walked into a school and if you were a parent: "Y hablamos españoles preguntarles me está qué pasa con mi hijo?"

And you would stand there with your mouth open. And then, this parent would have to run around and look for another child to interpret, to tell the teacher what she is trying to say. We have seen this.

I have seen when my neighbor was taking my child to the public school, would have to go in to interpret for a Spanish-speaking parent to tell the teacher, "Please tell her to welcome my son because he's been home a week because he doesn't like school."

So there is a great need for the education of the teachers. As soon as we get educated teachers and administrators, we just might get our children educated.

Mr. Bell. Are you saying you are short of Spanish-speaking teachers in most of your schools?

Mrs. **Zepeda**. Oh, come on. I don't think I have to repeat myself.

Mr. **Bell**. I know that this is a very serious problem and——

Mrs. **Zepeda**. It is quite serious.

Mr. **Bell**. We have introduced the bilingual education act because of that.

Mrs. **Zepeda**. I think this has been going back for years. I mean, when I was in school—I won't say how long ago that was—OK; I was told by the sixth grade teacher and I have never forgotten: "Any Mexican American that lives east of Main Street will never amount to anything because their parents don't care"; and, mind you, this was—what?—30 years ago or so, and we're still hearing it today. This is sad; and where does the problem lie if 30 years ago, the board of education knew that some of our parents did not communicate with the school because the school didn't give a damn if they were around or not—excuse me, my English, but I'm a product of east Los Angeles. [Laughter.]

It's true. Roosevelt graduate. And it's sad. You know, they've been telling us this for years. Then, they knew that some of the parents were not involved but why in the hell didn't they show me how to show my parents? Instead, I went through three schools and I was never counseled; graduated from high school; then, I went back at an older age, back to college to try and pick up some of the scraps and this is still going on.

I have worked for the East Los Angeles State Service Center. I had a girl that graduated from Roosevelt High School, in June. She went to test for clerical aide training. That was in July 1969. She graduated in June 1969. I have the proof at the office, if you should ever want it, she tested at fifth grade, sixth level.

Now, this is sad because I have watched this child, my neighbor's child, go to school every day. She was very seldom absent; and to graduate from high school in June and test in July at fifth grade, 6 months, there is something wrong here.

And that's about it.

Mr. **Persley**. I have one last statement and then I'm through for the day, and I address this to you as Congressmen and as people who go back to Washington and who help influence the laws of our country.

I want you to concentrate upon the fact of the tremendous amount of money that you have spent to put a man on the moon and, truly, this was a tremendous achievement. No one will ever say it wasn't. But at the same time, to send a man to the moon to bring back a handful of dirt and not have children on earth who can understand the purpose for which he went, who will never be able to understand because of the inadequate education that they are receiving, unless we change this structure, he went in vain. He truly went in vain. When we spend millions of dollars to fight what some say is a senseless war and you have people who can't get an adequate education, somewhere, as you said before, the values have been misplaced.

And, as I stated before, any system that you have that can't encompass everybody that it should is a failing system, so unless we restructure this thing and place more emphasis where it can be adequately utilized, we are in dire danger and if you think that the school situation is in trouble today, next year, if they keep cutting budgets and drawing back on funds and drawing back on teaching facilities and things, pretty soon, there will be no education, unless we can bring it to a halt, and today, right here and now, you, as Congressmen, we, as parents, and those in this room who are school administrators, should join hands together and make a solemn vow that forever and ever, we will push for the betterment of children; because my educational process, basically, is over, but I do have children and when my child gets out of school, there will be another child that I will consider mine and I have to look at that, and I wonder if I can, with a straight head, hold my head up high.

It bothers me.

Mr. **Bell.** Well, Mr. Persley, thank you for your statement and I must add that I think most of the members of this committee have worked to try to increase the priorities of education.

Now, this is something that we will go back and take your thoughts seriously to mind and see if we cannot do more in the direction of trying to increase the priorities on this because I think this is very important and this is one of the things that I think can keep America a great country.

Mrs. **Zepeda.** Before we part, I want to say one thing. I am awfully sad that the State representatives and the local people—I am talking about from the Los Angeles office and the State office, who were here, are not here to hear our remarks.

Mr. **Bell.** Correction. There are some people from the——

Mrs. **Zepeda.** I am talking about Dr. Sullivan, Purdey, Leo Lopez, et cetera.

Mr. **Hummons.** May I point out, Congressman Landgrebe——

Mr. **Landgrebe.** Yes.

Mr. **Hummons** (continuing). That identity is very important. I think we have enough conversation around all places today talking about identity, most especially black identity and brown identity. If our children are not able to identify with someone in administrative positions, they likely are not to make the attempt to achieve a position that high. I think this should be taken into consideration when we are talking about we don't really aspire to the type of person but the type of teaching. I think they both go hand in hand as far as our children are concerned.

Mr. **Bell.** Thank you very much.

Thank you, Mr. Hummons and Mrs. Zepeda and other members of the panel. We have appreciated very much having you here this afternoon.

STATEMENTS OF DR. C. BROOK FRY AND MRS. SUSIE HAWKINS, MENTAL HEALTH SECTION

From the Floor. Do you think we can make a statement?

Mr. **Bell.** Yes; if you are reasonably brief.

Which one is Dr. Fry?

Mrs. **Hawkins.** Susie Hawkins, social worker, PTA, School Guidance Center.

Mr. **Bell.** Mrs. Hawkins.

Mrs. **Hawkins.** We are coming with a different story.

We are from the mental health section of the schools and last year—each year, we have been getting a cut——

Mr. **Bell.** What section, did you say?

Mrs. Hawkins. Mental health section of the schools.

This past year, because of the budget, we were cut to $68,000.

Last year, our budget was $374,000.

This $68,000 is left for just one—what we call one team, a psychiatrist-psychiatric social worker and a psychologist, to serve all of the Los Angeles city school system.

Part of our program is innovative and it grew out of one semester of ESEA funds, we got from—the Health Services Branch gave to us in the spring of 1966. This amount of funds was given to us to develop an innovative program in the schools. We did do this. An article in "The Mental Health Journal," volume, I think, 53, in October 1969, has this "School Mental Health Services Offered Without Invitation."

It was done by four of us in the clinic. I am one of the four. And this was done under the auspices of the Health Services Branch.

This program we started was offering mental health services to schools that had not requested it. We had offered to some schools that had been requesting money for mental health services. We selected schools from the impact areas, the ESEA areas. Each of us had three schools. We did inservice training, some of the things that the parents were talking about, helping teachers to understand the different values that children may come with, the cultural problems, the subcultural factors the child brings to school with him. We also did mental health consultation to staff and many other kinds of indirect services as inservice training to teachers.

All of the schools that we worked with that year had wanted this service continued. We had hoped to get ESEA funds for the next year but we did not, we did not get any more ESEA funds, although we have attempted to not only carry on that program but we have increased it to the extent that this last year, we served 11 schools in the impact area plus several groups of nurses in inservice training, mental health consultation, both the staff and administration.

And we also served eight of the feed-in schools. These were the schools of—the fringe schools through the impact areas.

More than 50 percent of our work in the mental health consultation field or mental health services was done with the impact schools. The main center is in the center of Los Angeles.

Currently, we have a caseload of 200—I mean, 372 children. These are the children referred, but we work with the children, their parents and other children in the family, so we work with total families.

Of that number, 251 had poverty income.

Actually, 69 percent of the children—that is, families we served within the main center—are coming from disadvantaged areas.

With that, we are wondering if it is possible for this new type of program to be funded under ESEA.

Now, we wear two hats.

One hat is a hat of a traditional mental health clinic, a child guidance clinic.

Our other hat is mental health services.

Currently, I am working in five schools. Three of them are in the impact area and we are working as a resource person, working as an inservice training mental health workshop and so forth in helping teachers to understand and work with youngsters who are coming from impact areas.

Dr. **Fry**. We are talking primarily about the handicapped child, the one who has such severe emotional problems that he cannot benefit from his education in terms of learning difficulties or in terms of behavioral difficulties and we feel it is very very important that this small group not be neglected.

Of course, we have had almost a disaster in this State; a $41 million deficit is a tremendous thing; and yet, our program where $375,000 is being wiped out wipes out the program and we are here primarily to explore whether there is some way that under ESEA funds, this program, in part, at least innovative parts of it, might not be saved.

I want to say two things about the program and I will be very, very brief.

In this, the first thing of greatest importance, I feel, is right at the bottom of our letterhead, it is "equal opportunity for every child." This is a program set up by the PTA's some 25 years ago and using Congressman Bell's notion of building on successes, it is a successful program, as hundreds of documents will show. To be wiped out in one fell swoop is a terrible thing.

This program also is the basis for our consultative services. We have developed through the years a knowledge of how to really help these children and to help others help the children, the teachers, the counselors and so forth.

So, as I say, our major problem is to preserve the core of the program.

The board of education, of course, feels under pressure and does not know how much of this core program can be preserved, to the restrictions that they have.

There has been some suggestion that this could be restored after the tight budget has—we have come through the period of the tight budget.

Nevertheless, the point is that through these years, this has grown into something very beautiful, something that is rendering a service and something which is directly in line with what the experts in the Department of Mental Health in Washington are trying to promote.

School-based mental health programs, as I say, having one that actually works and one in which we are ready to move out into the community, and we have been ready to move out for the last 4 or 5 years, and to have us crippled by lack of funds, year after year, we, also, feel very sad about it and wonder if there is some way you can help us to save the program.

That completes my presentation.

Mr. **Bell**. Thank you, Dr. Fry.

(The documents referred to follows:)

Dr. **Donald Newman**,
Los Angeles Board of Education,
Los Angeles.

Dear Dr. Newman: This letter is to plead for the reconsideration of continuing the PTA School Guidance Centers. There are no community resources comparable for our children.

Personally, this service has alleviated great anxiety about my 7 year old daughter ———; she was extremely shy, and withdrawn and one could hardly hear her speak. I was afraid she was falling behind and not learning to read in school. The difference in 6 short weeks of treatment is miraculous.

Please, we beg of you—use all your ability to try to fit this service back into the budget.

Gratefully,

Mr. and Mrs J.

CALIFORNIA, *March 3, 1790.*

Dr. J. C. CHAMBERS,
Board of Education,
Los Angeles, Calif.

DR. CHAMBERS: I am writing to protest that portion of the budget cuts which will eliminate the PTA School Guidance Centers. I feel strongly that the $375,000 involved is perhaps the most wisely spent money in the educational system. The counseling and crisis intervention type care offered by the centers is the turning point for many troubled children. Without these services, many of these young people will become school drop outs and become a life-long deficit for our city.

Our family was referred to the center ——— by my son's principal and counselor at ——— School. During the 1968–69 school year his school work and classroom behavior had deteriorated so completely that his teacher feared for the safety of other children because of his unpredictable and sometimes violent temper, was unwilling to keep him in class because he absorbed a disproportionate amount of her time, and we were advised that he would probably be suspended from school. Because of the school situation, our family life was increasingly disrupted and this was beginning to seriously affect his younger brother and sister. Our pediatrician could find no physical reason for his problems. At the PTA Guidance Center he was thoroughly examined and tested and we were informed that he was a highly gifted, but deeply troubled child. We continued with psychiatric therapy for the summer months, at the end of which time he was put under medication to help alleviate his behavior problems which they felt were partially the result of previously undiagnosed neurological damage.

We have a "new" child! He returned to school last fall and has made outstanding progress all year. He has gone from below grade to above grade level in math and is reading voluminously several grades above his third grade class. His new teacher says he is a "delight" to have in class and is someone to whom the other children are beginning to turn for assistance. Since our son is still under the medical supervision of the Guidance Center, we have kept in regular touch and would be deeply distressed if it were not there. My husband is a teacher and I honestly do not feel we could have afforded private psychiatric consultation. Without the Center we would have a child utilizing all his energy and potential to destroy himself, his family, and his school. What a terrible waste that would be! PLEASE think carefully—the Center's budget is relatively small—the results it achieves are priceless.

Sincerely,

———— ————.

VAN NUYS, CALIF., *June 13, 1969.*

DEAR ———: I will start by telling you that I am a mother of three children, twin girls ten years old, and a boy nine years old.

All three have been receiving help and guidance from the North Hollywood Guidance Center for some time now.

I first started going to the center when my girls were in kindergarten. We had a small problem and with private consultation with Mrs. ———, we solved this problem.

Then when my son started to school he was a big problem as the principal of ——— School, Miss ———, can tell you, as well as my doctor, as he has changed my son's medications so many times I have lost count.

None of the teachers my son had from kindergarten to the second grade could take a few minutes to sit down and help him; he sat in the hall or in the office more time than he was in class.

Miss ——— had me come in to see her at least once weekly and while my son was in the first grade he was suspended from school two times and then was put on half day sessions from nine to twelve o'clock.

One year ago I started taking my son to the North Hollywood Center, after he had spent two years in the second grade with half day sessions. Right from the start, I noticed a change in my whole family. My son was referred to the Educationally Handicapped School and with the patience, consecutive group meetings and family talks with Mrs. ———, my whole family saw that we needed special help, that we could not do it by ourselves.

My son was put into another school, he loves his new teacher Mr. ———of ——— Street School, Educationally Handicapped Class.

I have been able to reduce my son's medication from three pills daily to one per day. He has changed too, bringing his grades from straight F's to all 100's.

If you could talk to Miss ——— and then to Mr. ———, you would think they were talking about two different boys.

All this we owe to Mrs. ——— and all of the rest of the staff there, who have been helping my son. We also appreciate the women who have been helping my girls to read, not by sight, but by phonics. These women have even given up a few of their evenings, *after work*, to come to my home to help my girls.

Now I ask you, what will happen to all the other boys and girls being born today who will start school and need help like we do today? With all the centers closed and *no* help available; to who, and where will they turn to what will them become?

I will tell you one thing, I have kept my sanity only by being able to see Mrs. ——— on Tuesday or Friday each week, with or without the children, to talk over my problems. I lost my mother three years ago, she took her own life and it is still hard for me to talk about it. Then, two years ago, my doctor told me that I have Multiple Sclerosis; it is working too fast and I now walk with a cane. You can imagine the pressure and tension I have been going through all by myself as I am divorced.

To top it off, the man I was engaged to told me that he could not marry me because I was too much of a medical problem and that he could not afford me. So by this time I was ready to either walk out or end it all. After going in and having someone like Mrs. ——— to talk with, I have learned that I have a lot to be thankful for and a lot more to live for also.

I have three beautiful children. I am young (twenty-seven) and with Gods help, three shots a week from the doctor, physical therapy treatment and the North Hollywood Guidance Center, I have great hopes for the future.

So please, please help all the mothers like me, who don't know just what to do, or what to say to our problem children. Who only need to be understood and have the right kind of help and guidance to become the leaders of the future.

Please open your heart, not only for the boys and girls who are being helped at present, but for the ones yet to come. Please keep the Guidance Centers open, and thank you.

Sincerely yours,

——— ———.

MAY 1, 1970.

DEAR DR. NEWMANS: I have recently been informed of the Board of Education decision to terminate the services of the PTA Child Guidance Center. I am outraged at the decision. My son is now attending therapy there and has shown marked improvement in a fairly short time. He is classified as a gifted child with an I.Q. of over 150 and was underachieving in school. He has improved tremendously and is no longer a behavior problem at school. Without this help I feel he would have become completely incorrigible and a great deal of future potential would have been lost. There is a great need in our community for this service and when compared to the cost of maintaining delinquents, the cost of the clinic is nominal. As a concerned parent and one who has been helped a great deal by this service, I sincerely hope you will reconsider the decision.

Yours truly,

MRS. ——— M.

MAY 1, 1970.

DEAR MR. GARDNER: This letter is a plea for keeping the PTA School Guidance Centers open. From the time my son ——— entered kindergarten it was obvious there was a problem. He would come home and burst into tears. The teacher told me he was very emotionally immature and didn't even know his own name. She had no suggestions for help nor did his next teacher. My doctor just said there was nothing wrong but prescribed something to calm him which didn't work.

Finally his third teacher and the school counsellor recommended the Center. Since the Center tested ——— and offered advice last October there has been a big improvement in ——— and in my understanding of him.

Right now we are both working in groups at the Center, he with the 6 and 7 year olds, and I with the mothers. I don't know anywhere else we could turn to for help. Please reconsider closing the Center.

——— ———.

APRIL 27, 1970.

DEAR DR. NEWMAN: To my dismay I learned today that one of your proposed cuts will include the P.T.A. Child Guidance Clinics.

I have a 15 year old son who couldn't even function in school until we were fortunate enough to be referred to the clinic.

As things stand now there is no place for a child with this kind of problem in the L.A. City Schools. What is going to happen to them if you cut this program?

My son was helped so much. And I couldn't begin to tell you how much I was helped. I really feel that all 4 of my sons have benefitted even though only one of them was involved. I feel that the fact that my son is now able to function, and the fact that he is 15 and has never been in trouble with the police or had any involvement with narcotics, says a lot for the help that he and I both received from the clinic.

By having the clinic available to us my son never reached a point where he had to be institutionalized, whereby in this case the clinic more than paid for itself. If I hadn't had Mrs. ———, at the clinic to turn to, I really don't think I could have come through this ordeal without having had a breakdown myself.

All these problems that we have had have of course had repercussions on the rest of my family. I had contacted Mrs. ——— this morning to find out about having a diagnostic study on my 10 year old son. I made this call with confidence and none of the fear and terror that haunted me when I was first referred to the clinic so many years ago. With Mrs. ——— guidance I have learned to evaluate my own situation much more clearly.

I wonder if you realize how much mental suffering and anguish a parent goes through when confronted with the problem of an emotionally disturbed child. At times the guilt feelings become unsurmountable and we need someone to turn to.

All I can add to this is: *Please do not remove these facilities* from within our grasp.

Sincerely,

——— ———.

Will you please help us to keep the P.T.A. School Guidance Center open.

The Board of Education has voted to eliminate the parents Teachers School Guidance Clinic. For the childrens we need the clinice so badely. They has helped so many children. My grandson was a very disturbed child in school. He would upset the class. They would have to send him home. They chang him to 9 to 12. He lost his mother at 7 an he is 10 now. For the time I ben taking him to the P.T.A. Guidance Clinic. I see a big change in him they has help him so much. They don't send him home from school no more. Pleas help us to keep the Clinic open. Write the Board of Education.

FROM A GRANDMOTHER.

PARENT SAYS BUDGET CUTS WOULD CLOSE PTA CENTER

EDITOR, The News: We are writing this letter regarding the PTA School Guidance Center because of the Board of Education having to cut the school budget. The center will be eliminated.

We are speaking for our children and all children of all races and religions in the Valley.

We would like to give you some facts about the center.

The school could see that our children needed extra help because of the way they were acting at school, in the classes and on the playground. This is how we found out about the center.

LEARNED A LOT

It's hard for a parent to realize how their child acts in school because they aren't at school with them. This is why some of the mothers were reluctant about going to the center.

But we all have learned a lot about our children and have a better insight about their problems and feelings. We are learning this through the help of the social worker and the psychologists at the center.

Some of us are just getting started with helping our children. The center helps the mother as well as the children, and by doing this it also helps the fathers and makes for a much better home life.

SEEN IMPROVEMENT

The Board of Education has voted to eliminate the Parent-Teachers School Guidance Center. They say that the parents have to take their children somewhere else to get help. But where?

Most of us can't afford to take our children to get private help. We have seen improvement in our eight children since coming to the center.

We need our medical doctors to help mend our bones and bodies. We also need the psychologists and social worker at the center to mend the emotional problems of our children through us. Would you take the medical doctors away from us?

KNOW OF ADULTS

The PTA helps, but most of the funds for the center come from the L.A. city schools.

I ask you how much does it cost the community and taxpayers to rehabilitate the school dropouts, juvenile delinquents and the emotionally ill? It's extremely high. The $375,000 cut is the total center budget. This cut would provide institutional placement for only 68 delinquents for one year.

We all know of adults now who could have used the kind of help the center is providing. If they could have had this help when they needed it they would be much better human beings now.

If we abandon our children now and refuse them help, what will happen to them?

——— ———.

FAMILY SERVICE OF LOS ANGELES,
Los Angeles, Calif., May 18, 1970.

DR. JULIAN NAVA,
Member, Los Angeles City Board of Education,
Los Angeles, Calif.

DEAR DR. NAVA: I urge you to re-evaluate the proposed elimination of the North Hollywood and Reseda branches of the Parent-Teacher School Guidance Centers from the Los Angeles City School Budget.

The San Fernando Valley has a population equivalent to the City of Detroit, Michigan. The West San Fernando Valley alone has a greater population than the City of San Diego, California. The West San Fernando Valley, according to recent census statistics, is growing at a rate of 37% per year (the highest in Los Angeles County). This material also indicates that these new population increases consist primarily of families with small children. The West San Fernando Valley is void of all family service agencies, public and private, and family guidance clinics. No state, federal, public or private agencies exist in the West San Fernando Valley to handle the profound psycho-social problems inherent in any large growing metropolitan area. All existing agencies are located outside of this area. Only the Parent-Teacher School Guidance Center is actually located in the West Valley.

Eliminating these centers will have a significant impact on my already limited agency. The school would have no alternative than to refer troubled children and families to our already overburdened private United Way Agency.

I implore you to reconsider eliminating the San Fernando Valley School Guidance Center from the budget. Learning problems, crime, delinquency, drug abuse, divorce, unwanted pregnancies and other social problems will be significantly increased in an already turbulent residential metropolitan area.

Your personal, moral and professional responsibility demands that you prognosticate what will happen to this area if the centers are cut. I understand the priorities your troubled Board must deal with in terms of stretching the school dollar. I need not remind you that the greater the number of troubled children in our schools, the greater the stress which will be placed upon the classroom teacher.

Your prompt and courageous attention to this significant problem will be gratefully appreciated by the over one million residents of this Valley community.

Very truly yours,

——— ———.

Dear Sirs: I am writing this letter in regard to the PTA School Guidance Health Clinic being closed. I think it is the biggest mistake you could make because I am one mother who thinks it is the best thing that happened to my family ever.

I have a son, who was having problems in school and then we came to the clinic and now he is getting along fine and our family is now a happy family again.

I think this school would be lost without this clinic and there will be lots without it.

I have been helped a lot and it is doing a lot of good with the children and the families also.

I sure do hope the school system decides that it is worth keeping.

At the clinic you find out that you aren't really doing what you thought you were doing in the first place.

Sincerely yours,

——— ———.

Mr. Arthur Gardner,
President, Los Angeles, Calif.

Dear Mr. Gardner: I am greatly concerned that the Board of Education has voted to eliminate the Parent Teacher School Guidance Center. This is a very much needed clinic. Without this clinic I hate to think how my son would have grown up. ——— was having trouble getting along at school and couldn't get along with other children. Before taking ——— to the clinic he couldn't read at all even though he was in the fourth grade. Through counseling we found out he felt he could never succeed and had given up trying. We had told him when he got in trouble and got bad grades that he was stupid thinking maybe he would do better. My husband and I knew he wasn't stupid but if you tell a child often enough he will believe you. Without this clinic ——— would have grown up completely defeated. I take ——— every Wednesday for help at the clinic. If you eliminate this clinic I will not be able to get any help for my son. Mrs. ——— a volunteer worker works with ——— one hour and it is amazing how much he is learning. The teachers have got so many students in their classes they haven't got time for the problem child. This clinic gives the problem child a chance to learn and also learn how to get along with other children. While the children are getting help the mothers get together with Mrs. ——— in our group to try and learn how we can help our children succeed. Without this help our children really wouldn't have any future. If you can't succeed as a child you surely can't succeed as an adult. So please let this clinic continue so our children can be helped.

——— ———.

Mr. **Bell.** All right.

Are there any further witnesses to be called?

[No audible response.]

Mr. **Bell.** If not, the meeting will be adjourned.

(Whereupon the meeting was adjourned at the hour of 4:21 p.m.)

OVERSIGHT HEARINGS ON ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

TUESDAY, JULY 7, 1970

House of Representatives,
Committee on Education and Labor,
Washington, D.C.

The committee met at 9:30 a.m. pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins, Dent, Brademas, Ford, Gaydos, Quie, Dellenback, Collins, and Hansen.

Staff members present: Louise M. Dargans, research assistant; and Charles W. Radcliffe, minority counsel for education.

The Chairman. A quorum is present. We are delighted to conduct hearings this morning on the extension of the Elementary and Secondary Education Act for 5 years, and to continue our oversight hearings.

It is the purpose of the committee to improve the legislation in every way possible.

I know we have a lot of problems in various sections of the country. This morning, our first witness will be Dr. Anton Hess, deputy superintendent and commissioner, basic education, State Department of Education, Pennsylvania; and Dr. Mark Shedd, superintendent of schools of Philadelphia, Pa.

I would like to ask both of you gentlemen to come around and take the witness chair, and I want to introduce at this time a gentleman who needs no introduction insofar as education is concerned in this country, one of our greatest supporters of education at all levels, the Honorable John Dent, who has done so much for not only the education in Pennsylvania, but throughout America, and I know that Mr. Dent, Congressman Dent, wants to say a few words welcoming you gentlemen here.

So come around both of you gentlemen.

STATEMENT OF HON. JOHN H. DENT, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF PENNSYLVANIA

Mr. Dent. Doctor, I am certainly happy to be able to be at the meeting this morning. We have a rather busy schedule, but when I found you and Dr. Shedd were going to be here, I canceled out another meeting, because I know of the great interest in our State of Pennsylvania in the hearings going on before this committee, and the end results, are, of course, of great importance to us.

I am certainly happy that the Governor saw fit to send you down, and I am happy to welcome your staff members here today.

Dr. HESS Thank you.

The CHAIRMAN. I want to state that this is not a partisan matter, education in this country. Al Quie, Congressman Quie from Minnesota has been one of our outstanding leaders in America in the field of education, and to his right is Congressman Hansen from Idaho, who has likewise supported all educational legislation, and we are delighted to hear from you at this time, Dr. Hess.

(Dr. Hess' statement follows:)

TESTIMONY OF PENNSYLVANIA DEPARTMENT OF EDUCATION

Title I of the Elementary and Secondary Education Act Report to the Education and Labor Committee of the United States House of Representatives Hearing on Elementary and Secondary Education Act, Title I Program.

1.0 *Positive Results*

1.1 Reading Sampling

In an attempt to validate the effectiveness of Title I Programs the Division of Compensatory Programs selected 1968–1969 reading programs for third and sixth grade for its target sampling. A valid sample (about 60 of the 200 districts that involved elementary reading projects) was selected. Data was collected in the form of pre- and post-program test results. The information was requested in the form of grade equivalents. Only those results where the same test was used for both pre- and post-data is accepted. (See Chart I, Appendix A.) The results indicate that children involved gained up to 1½ years in reading level skills in a one year Title I program. There were some negative gains.

1.2 On-Site Evaluations

Fiscal 1970 saw the initial phase of the state on-site evaluations. These evaluations were conducted by specialists from the Pennsylvania Department of Education or other specialists approved by the Department in 276 districts. Follow-up summaries of recommendations were sent by letter to the evaluated local educational agencies. In many cases, these have resulted in immediate changes and improvements or consideration of changes for next year's projects. In addition, these evaluations certify that the local educational agencies are conducting their projects as had been proposed in their applications.

1.3 Needs

There is substantial evidence that the basic goals of Title I programs are being met. The long-range objective of breaking the cycle of poverty has not, by any means, been fully achieved; however, a significant beginning has been established. The vital aspect of Title I is that it has made funds available to local school districts. (See Chart II, Appendix A.) enabling them to develop educational programs specially designed to meet the individual needs of disadvantaged youth in their locale. (See Chart III, IV and V. Appendix A.) The many and varied problems being attacked by Title I programs are of such long-standing duration, complex origin, and dependent on so many extenuating cultural, social and economic factors, that even minimal progress toward realizing the objectives is encouraging.

1.4 Federal Programs Conference

The Pennsylvania Department of Education's Bureau of Curriculum Development and Evaluation, the Pennsylvania Association of Federal Program Coordinators and the Four-State Committee on Follow Through cooperatively sponsored a Federal Program Conference at Tamiment, Pennsylvania, April 27–30, 1970. The purpose of the conference was to disseminate information to local educational agencies and other agencies regarding the status, function, planning and regulations of federal programs administered by the Commonwelath through the Department of Education. Approximately 1200 persons (school administrators, curriculum coordinators and school business administrators, follow-through conference participants, neglected and delinquent institution representatives, migrant program representatives, model/partner city representatives, non-public school representatives, project supervisors, project writers, teachers and Title III representatives) were in attendance. Although little time has elapsed since the Tamiment Conference, early positive results of the conference seem to indicate improvement in the finality of program projects submitted.

1.5 Non-Public School Participation

Title I programs have been significant in bringing together both public and non-public school personnel, recognizing that their goals and objectives for educating children are identical. (See Chart VI, Appendix A.)

1.6 Exemplary Programs

While there are no statistical bases for these reactions, the Pennsylvania Department of Education Title I staff has noted that the overall impact of Title I in Pennsylvania has been tremendous. Appendix B details many of the more successful programs of the 1969–70 school year.

2.0 *Anticipated Actions*

2.1 Accountability

The state of Pennsylvania has long recognized the need to improve the accountability of Title I projects. As a result, several procedures have been initiated.

2.1.1 The Pennsylvania Department of Education has requested that the student outcome objectives for 1970–71 Title I program proposals be written in measurable behavioral terms. The rationale for this procedure is that when objectives are written in measurable terms they usually include terminal outcomes. This enables the local educational agencies and the Pennsylvania Department of Education to determine more readily if the objectives are achieved.

2.1.2 The continuation of the on-site evaluations (see 1.2 above) will be placed on three-year schedule, with approximately ⅓ of the participating local educational agencies to be evaluated each year.

2.2 Comparability

For fiscal 1971 a new form, DEBE 679 (Assurance of Comparability) (see Chart VII, Appendix A), has been made part of the standard application. This form compares non-participating schools with Title I schools in local educational agencies in relation to teacher load and per pupil expenditure from the general fund. It is expected that Title I will supplement the effort in the target schools. Although it is impossible at this time to know exactly how many school districts have used local funds to supplement Title I funds when full funding is not available, a conservative estimate would be 250 districts. This number is about one half of the local educational agencies participating. Many local educational agencies have also freely contributed part of their regular staff's time to Title I activities.

2.3 Quality Assessment

The Bureau of Educational Quality Assessment in cooperation with Penn State University is conducting a statewide survey to measure student achievement in terms of Pennsylvania's ten goals of Quality Education. The results of this survey will be used by the Bureau of Curriculum Development and Evaluation's Title I staff to establish state priorities for Title I activities.

APPENDIX A

CHART I

RESULTS OF READING PROJECTS AS MEASURED BY A COMPARISON OF PRE- AND POST-TEST RESULTS FROM A RANDOM SAMPLE OF 3D AND 6TH GRADE STUDIES IN ESEA TITLE I PROJECTS IN PENNSYLVANIA, 1968–69

Test used	3d grade			6th grade		
	Number of students tested	Average gain per year as indicated by pretest for each student before enrollment in title I projects	Average gain per year as indicated by a posttest for each student involved in title I	Number of students tested	Average gain per year as indicated by pretest for each student before enrollment in title I projects	Average gain per year as indicated by a posttest for each student involved in title I
Gates MacGintie reading test	269	0.61	1.11	196	0.66	1.22
Metropolitan reading test	227	.82	.72	255	.71	1.55
California reading test	117	.68	1.0	141	.74	.58
Stanford reading test	462	.65	.70	306	.69	.66

Note.—All results are given in the form of grade equavalents where 1.0=growth for any normal child in a school year.

CHART II

1969–70 TITLE I ESEA DATA (AS OF APRIL 17, 1970)

(Entitlement, Pennsylvania (local educational agencies)—$52,600,148.70)

	Budgeted	*Percent*
Salaries	$28, 551, 943. 70	(79. 1)
Contracted services	1, 286, 725. 75	(3. 6)
Other expenses	5, 843, 792. 97	(16. 2)
Other equipment	31, 384. 62	(. 1)
Instructional equipment	359, 753. 28	(1. 0)
Sites	975. 00	
Building	3, 863. 21	
Remodeling	1, 500. 00	
Total amount approved	36, 079, 948. 52	
All equipment	391, 137. 90	(1. 1)
Construction (sites, building, remodeling)	6, 308. 21	(. 01)

CHART III

The Title I programs submitted to the State by the 492 participating L.E.A.'s served 251,149 public school students and 47,029 nonpublic school students at an estimated cost of $42,053,472.

TITLE I, ESEA INSTRUCTIONAL ACTIVITIES (REGULAR TERM) 1968–69

Activity	Number of children				Estimated cost
	Public	Private	Total	Neglected and delinquent	
1. English	122, 495	16, 898	139, 393	2, 161	$8, 612, 688
2. Mathematics	35, 651	7, 262	42, 913	690	1, 736, 846
3. Prekindergarten and kindergarten			16, 591		1, 603, 786
4. English language arts	17, 059	1, 281	18, 340	135	811, 034
5. Teacher aides	16, 088	3, 042	19, 130		733, 065
6. Cultural enrichment	47, 713	14, 452	62, 165	766	670, 703
7. Music	24, 594	4, 662	29, 256	177	642, 929
8. Art	45, 530	6, 811	52, 341	346	598, 080
9. Science—Social	13, 011	1, 277	14, 288	114	461, 281
10. English—Speech	17, 683	1, 239	18, 922	132	456, 328
11. Physical education/recreation	26, 723	4, 368	31, 091	481	401, 105
12. Science—Natural	18, 520	2, 661	21, 181	170	376, 780
13. Handicapped	1, 587	147	1, 734	99	327, 811
14. Evaluation	73, 800	18, 800	92, 600		250, 000
15. English—2d language	1, 201	286	1, 487	3	221, 376
16. Television	32, 045	9, 762	41, 807	77	202, 930
17. Vocational education	1, 446	59	1, 505	5	152, 943
18. Business education	3, 164	781	3, 927	184	115, 077
19. Tutorial	2, 233	300	2, 533	325	76, 494
20. Speech education	249	50	299	50	43, 259
21. Industrial arts	1, 228	146	1, 374	160	34, 766
22. Home economics	558	210	768	110	24, 669
23. Remedial 1st grade	40	10	50		19, 893
24. Audio visual	771	154	925	101	17, 960
25. Day-care center	110		110		16, 296
26. Work-study program	198	25	223		14, 423
27. Agriculture	198		198		14, 131
28. Foreign language	944	70	1, 014		13, 357
29. Camping	133	25	158	26	13, 000
30. Learning center	227	26	253	19	7, 338
31. Perception development	125	20	145		2, 550
32. Computer programing	67		67		2, 000
33. Continuing education	80		80		1, 900
34. Curriculum materials center	465		465		1, 739
25. Photography	100		100		1, 000
36. Driver education	2		2		95

CHART IV

TITLE I, ESEA SUPPORTIVE ACTIVITIES (REGULAR TERM)

Service	Number of children				Estimated cost
	Public	Private	Total	Neglected and delinquent	
1. Library	114, 385	19, 819	134, 204	625	$3, 825, 567
2. Guidance counseling	72, 414	16, 547	88, 961	768	2, 215, 292
3. Community service	47, 310	14, 720	62, 030	-----------	1, 174, 503
4. Food	27, 379	2, 664	30, 043	224	724, 378
5. Social work	18, 864	2, 234	21, 098	581	480, 575
6. Transportation	29, 374	4, 238	33, 612	532	363, 073
7. Psychological	12, 606	2, 432	15, 029	357	307, 728
8. Health—Dental	30, 961	3, 749	34, 710	122	288, 383
9. Health—Medical	27, 683	3, 725	31, 408	213	201, 866
10. Attendance	12, 758	1, 177	13, 935	105	183, 073
11. Aides	3, 451	487	3, 938	-----------	141, 150
12. Speech therapy	3, 606	1, 044	4, 650	59	83, 381
13. Home and school vists	4, 457	330	4, 787	64	44, 194
14. Curriculum materials	1, 429	144	1, 573	-----------	44, 194
15. Clerical	3, 846	499	4, 345	36	40, 486
16. Clothing	1, 727	289	2, 016	10	27, 490
17. Learning center	550	-----------	550	-----------	14, 500
18. Psychiatric	112	13	125	-----------	11, 423
19. Handicapped	218	47	265	-----------	10, 200
20. Day-care center	33	-----------	33	-----------	6, 370

CHART V

TITLE I STAFF—PENNSYLVANIA

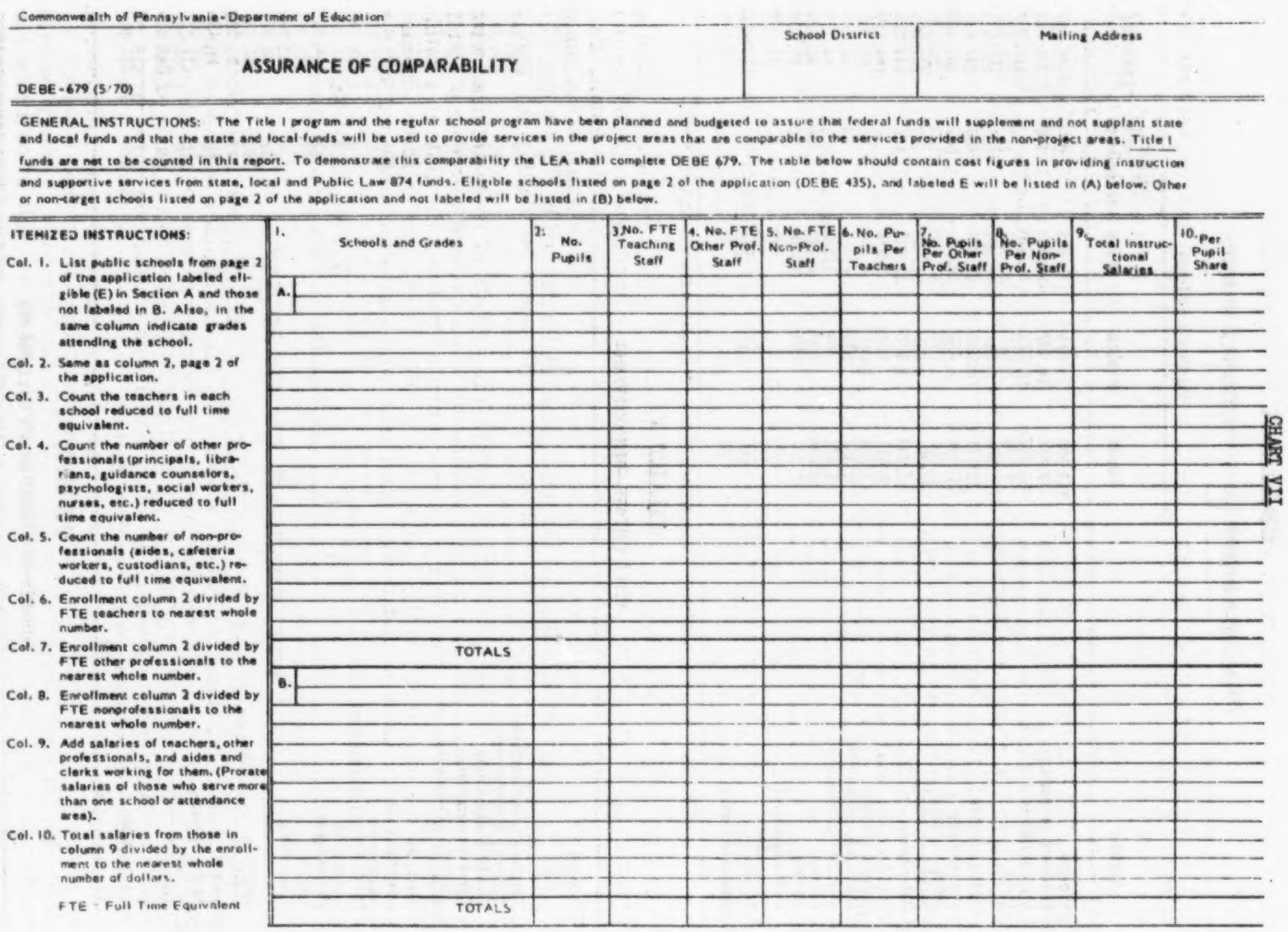
Staff	Number	Salary
1. Teaching prekindergarten	89	300, 998
2. Teaching kindergarten	244	685, 381
3. Teaching elementary	3, 603	8, 219, 182
4. Teaching secondary	1, 752	2, 893, 132
5. Teaching handicapped	82	331, 998
6. Teacher aide	2, 722	3, 813, 190
7. Librarian	245	788, 691
8. Librarian aide	553	1, 249, 075
9. Supervision	336	1, 532, 630
10. Direction and management	374	1, 395, 735
11. Counseling	353	1, 872, 128
12. Psychologist	93	304, 853
13. Testing	59	285, 405
14. Social work	121	983, 862
15. Attendance	53	144, 373
16. Nurse	160	231, 737
17. Physician	47	43, 123
18. Dentist	60	64, 022
19. Dental hygienist	32	114, 693
20. Clerical	650	1, 164, 981
21. Others	1, 000	2, 068, 219
Total	12, 628	28, 487, 408

CHART VI

NUMBER OF STUDENTS SERVED (1968–69)

	Public	Private	Total
Regular school	251, 149	47, 029	298, 178
Summer school	102, 836	20, 175	123, 011

CHART VII



Commonwealth of Pennsylvania - Department of Education

	School District	Mailing Address
ASSURANCE OF COMPARABILITY DEBE - 679 (5/70)		

GENERAL INSTRUCTIONS: The Title I program and the regular school program have been planned and budgeted to assure that federal funds will supplement and not supplant state and local funds and that the state and local funds will be used to provide services in the project areas that are comparable to the services provided in the non-project areas. Title I funds are not to be counted in this report. To demonstrate this comparability the LEA shall complete DEBE 679. The table below should contain cost figures in providing instruction and supportive services from state, local and Public Law 874 funds. Eligible schools listed on page 2 of the application (DEBE 435), and labeled E will be listed in (A) below. Other or non-target schools listed on page 2 of the application and not labeled will be listed in (B) below.

ITEMIZED INSTRUCTIONS:

Col. 1. List public schools from page 2 of the application labeled eligible (E) in Section A and those not labeled in B. Also, in the same column indicate grades attending the school.

Col. 2. Same as column 2, page 2 of the application.

Col. 3. Count the teachers in each school reduced to full time equivalent.

Col. 4. Count the number of other professionals (principals, librarians, guidance counselors, psychologists, social workers, nurses, etc.) reduced to full time equivalent.

Col. 5. Count the number of non-professionals (aides, cafeteria workers, custodians, etc.) reduced to full time equivalent.

Col. 6. Enrollment column 2 divided by FTE teachers to nearest whole number.

Col. 7. Enrollment column 2 divided by FTE other professionals to the nearest whole number.

Col. 8. Enrollment column 2 divided by FTE nonprofessionals to the nearest whole number.

Col. 9. Add salaries of teachers, other professionals, and aides and clerks working for them. (Prorate salaries of those who serve more than one school or attendance area).

Col. 10. Total salaries from those in column 9 divided by the enrollment to the nearest whole number of dollars.

FTE - Full Time Equivalent

	1. Schools and Grades	2. No. Pupils	3. No. FTE Teaching Staff	4. No. FTE Other Prof. Staff	5. No. FTE Non-Prof. Staff	6. No. Pupils Per Teachers	7. No. Pupils Per Other Prof. Staff	8. No. Pupils Per Non-Prof. Staff	9. Total Instructional Salaries	10. Per Pupil Share
A.										
	TOTALS									
B.										
	TOTALS									

APPENDIX B, EXEMPLARY TITLE I PROJECTS

SCHOOL-COMMUNITY COORDINATOR SERVICE

This service has been developed to improve lines of communication between the schools in disadvantaged areas and the communities they serve. One or more coordinators—lay persons who reside within the school boundaries and who are "opinion leaders" of the community and people of demonstrated leadership ability—are supervised by an assistant director of the Division of Pupil Personnel and Counseling. Bi-lingual Spanish-speaking coordinators are assigned to schools in Puerto Rican communities. They interpret the school system's program to the communities, inform school people of the aspirations and needs of the community, develop and support school-community activities designed to improve the neighborhood and visit individual homes to gain information which will enable schools to operate more knowledgeably. Coordinators' work hours are flexible to permit them to work before, during and/or after school and on weekends. This project has been termed very successful in utilization of lay people to improve communications. It may not have been wise for these coordinators to make it known initially that they were employes of the school district.

Dr. MARK R. SHEDD,
Philadelphia City School District.

(Chester City has also adopted a similar program called block parents, in which the communities selects their representatives to act as "proxy parents" in liaison with the schools.)

CUSTER STREET SCHOOL FOR REMEDIAL AND CULTURAL EDUCATION

The Day Care Center section of the Custer Street School provides a training program for severely retarded children who have other handicaps or problems and who do not meet the requirements for trainable classes in public schools. Two groups of students are accepted into the program: (1) children five to ten years of age who have possibilities of becoming eligible for trainable classes and (2) children five to seventeen years of age who will never be eligible for public school.

The purposes of the school are to provide the parents of these children with relief from severe tensions, which are difficult to escape, and to create a better home atmosphere by counseling the parents and by training the child in a minimum of responsibiilties while improving his self-concept. The children are also provided with medical and dental treatment which is often neglected by the parents.

WALTER C. WOOD,
Wilkes-Barre City School District.

MOBILE SPEECH AND HEARING PROGRAM

The Mobile Speech and Hearing Program provides diagnostic services for speech and/or hearing handicapped students within the physical setting of three mobile units adapted for such specialized use. Therapeutic counseling and educational services are then available to those students selected on the basis of favorable prognosis and/or problem severity. Twenty-one schools in three areas of Pittsburgh are serviced by the mobile units.

Enrolled students achieve correct or substantially improved speech production as a direct result of the therapy programs. Indirectly, the students benefit socially due to their improved speech production. Additionally, a study reports significant improvement in educational achievement as a result of participation in speech and hearing therapy programs. Benefits also accrue from cooperative hospital, clinic, educational and agency services among which the sharing of records and reports is constant. Throughout the school year, personnel meet regularly to participate in professional workshops and to discuss and evaluate the total program, plan for its improvement and implement change.

VAUGHAN WEBER,
Pittsburgh School District.

TID—TALENT INDENTIFICATION AND DEVELOPMENT

As the title implies, TID was designed to provide a compensatory fine arts program of individualized instruction for culturally deprived students in grades three to twelve. The program was founded on the concept that urban area students, especially deprived ones, require a cultural anthropological pre-requisite to the psychological process of learning school subjects.

By providing this cultural prelude as an adjunct to routine classroom learning patterns, the identification and development of a viable talent in art, music, ballet and dramatics engenders certain outcomes: (1) a positive drive to achieve better in traditional academic subjects; (2) an improved self-image as reflected in personality growth and confidence and (3) a discovery and realization that this trained talent can lead to a successful life career.

TID students receive instruction from professional artists in studios, schools and colleges in the local Chester area and in the Metropolitan Philadelphia area, as well as from colleges and campuses offering summer classes in the fine arts. Students are given all the paraphernalia required for art, music, ballet, etc., including food and transportation costs as well as the proper clothing to attend lessons with pride and dignity.

The success of this program is multi-leveled and ranges from more students attending professional performances of concerts, operas and ballets to a more cooperative relationship between the professional artist and the school personnel than previously existed.

JOHN J. VAUL,
Chester City School District.

WALNUT STREET CENTER

The Walnut Street Center houses preschool and first grade classes in a day-care (7 a.m. to 7 p.m.) school setting with a non-school atmosphere. The philosophy of this nationally-known enterprise includes the belief that it must be "a place where the child can grow fully in an atmosphere of warmth and complete acceptance" and he must "be helped to believe in himself and his abilities and all he may become."

Most of the 400 students are "poverty children" but there are also some children from affluent families who proved to be good "teachers" of manners, deportment, pronounciation, etc. Field trips by bus are an essential part of the program and parents are drawn intimately into the activities from the time of the pre-admittance interview: they act as aides, guides on trips and tutors.

In addition to the teaching staff there is a dietician, a chauffeur, a psychologist, a nurse, social workers, a home and school coordinator and the director who bring together the competencies which are essential to the success of this creativity-oriented center.

DR. MARK R. SHEDD,
Philadelphia City School District.

PENNSYLVANIA ADVANCEMENT SCHOOL

Established in Philadelphia in 1967, the PAS is a non-profit corporation under contract to the School District of Philadelphia. Its funding has been derived from a number of federal, local and private sources. Its ultimate goal is to develop a model educational program which fosters integrated emotional, intellectual and social growth in urban children.

The school is an experimental institution which has as its student body seventh and eighth grade underachieving boys from Philadelphia public and parochial schools. At first the boys attended the school for a single fourteen-week term although now some boys remain for an entire year. The staff is comprised of some 50 professionals, including teachers, curriculum development specialists, administrators, writers, researchers, follow up workers and ancillary educational personnel, many of whom are not certified teachers. The school provides a laboratory for testing new methods and materials and for demonstrating to other new models for educating urban children. Several thousand visitors have observed its operations during its existence. PAS personnel conduct an intensive summer program for school district personnel and are engaged in curriculum development and dissemination, community liaison, follow up of its graduates and external staff development and research.

Many opinions have been voiced about the effectiveness of the school's program on the educational rehabilitation of its students. Most reports indicate that it has achieved success in this respect, but concern has also been expressed that the confidence in abilities and independence which the boys achieve here will be suppressed when they return to their originating schools. The school has been reproved for its lack of teacher certification, measurement devices and attendance reports, although one of its strengths is its autonomy as a non-profit corporation.

Dr. Mark R. Shedd,
Philadelphia City School District.

IMPROVING SCIENCE SKILLS

Disadvantaged children with deficiencies in communication skills, literacy, computational skills and attitudes toward learning are given special assistance through inquiry-oriented science experiences to improve general learning and performance skills. Teachers learn through a thirty hour interaction analysis workshop to use the inquiry-based materials developed by the American Association for the Advancement of Science's "Science—A Process Approach," the Elementary Science Study and Science Curriculum Improvement Study programs to involve children in small group science experiences which will result in growth in communication and learning skills and social interaction. Through their interaction analysis training, the teachers can then evaluate their observations of pupil behavior in order to determine the success and/or additional needs of the program for each child.

Dr. Mark H. Shedd,
Philadelphia City School District.

PSYCHOLOGICAL CENTER AND TALKING TYPEWRITERS

Chester City's experiment in clinical education has attempted to diagnose and treat the specific educational needs of the disadvantaged child in order to retain him in the normal educational continuum. Operation IMPETUS introduced modern psychological and psychiatric techniques for treatment, evaluation and readjustment into the educational system.

The district acquired a building and converted the offices into a Psychological Center, which remains open fifty weeks a year, 8:30 a.m. to 9:00 p.m., five days a week and half a day on Saturday. It is staffed by specialists in the fields of clinical psychology, psychiatry, neurology, dentistry and social work. The implied and actual impediments of the children to which these specialists apply their treatment include paucity of clothing, cultural enrichment voids, lack of convenient transportation and tenuous home and school relationships. The center has caused marked improvements in the attitudes and skills of the students, etc., who have benefited by its operations.

The Psychological Center houses the "Talking Typewriter." Many elementary school staff members, after using several varieties of instructional materials in programs that were especially designed for disadvantaged readers, felt they had failed. An entirely new approach had to be found and the thought of the "Talking Typewriter" offered a "Court of Last Appeal." The "Talking Typewriter" program consists of thirty hours of actual instructional time. Students are scheduled to receive these thirty hours in sessions of fifteen minutes each. Each fifteen minute session on the machine is followed by another fifteen minutes of a post session dialogue with a reading clinician in the "Talking Typewriter" laboratory at which time the student's daily activities on the machine and his typed "print out" are given as a homework reading lesson. A special elementary school reading program has been designed using the "Talking Typewriter" for the "hard core poor readers."

John J. Vaul,
Chester City School District.

OPPORTUNITY SCHOOL

The Opportunity School, which is located in a YMCA, provides an educational program for emotionally disturbed boys with case histories of delinquency. The public school presently has no means to treat such boys and must refer them to the Juvenile Court. In most cases the court previously committed them to an institution.

In order to improve the boys' academic achievement, the school provides small, informal class sessions in communications skills, mathematics, social studies and physical education. After the school day, the boys are taken to the school vocational shops for practical training. During the evening the boys are aided in developing self-concepts through working in the arts. Instruments are provided for those interested in music while others work with ceramics, etc.

Transportation is provided for the boys to the school in the morning and to their homes at night. Three meals are provided at the YMCA for the enrollees. One full time parole officer is provided by Juvenile Court for the boys while other services are made available by the Pittsburgh Board of Education, the Juvenile Court, the University of Pittsburgh Graduate Schools and the Department of Welfare.

LOUIS J. KISHKUNAS,
Pittsburgh City School District.

EDUCATIONAL-MEDICAL SCHOOL

Approximately 150 pregnant girls enroll each year in this school in order to avoid the four months absence from school during later pregnancy and childbirth. Instruction in English, social studies, mathematics and science for grades seven through twelve is provided. The girls attend for a semester and then are readmitted to the regular classroom upon a physician's approval. The public health nurse and a social worker collaborate with appropriate community agencies to insure proper pre-natal care and post-natal care and to provide counseling and other services. The school staff consists of a director, a social worker, five teachers, a half-time remedial reading teacher and two teacher aides. Classes are held in an annex of Allegheny General Hospital.

LOUIS J. KISHKUNAS,
Pittsburgh City School District.

LANGUAGE ARTS PROGRAMS (STATE-WIDE)

Significant improvement was realized in many aspects of the language arts program within the Commonwealth. Improvement in interest, attitude and increased self-confidence were reported as valuable outcomes. In the remedial and developmental reading programs, standardized test results indicated marked improvement in the majority of students tested. Teachers reported that students who had not previously taken an active part in activities began to feel secure enough to volunteer information in class discussions and group activities, due, in large measure to emphasis on individualized and small group instruction. Of equal importance, the reinforcement of reading skills at the elementary level has enabled deprived children to overcome a lack of readiness. Small group instruction has provided time for individual help and attention which the educationally deprived child needs but does not receive at home or in the regular classroom. Materials and instruction are now better designed for reaching the child where he is and moving him toward his ultimate potential. Moreover, small group remedial attention has provided ideal intra-personal relationships, improved attitudes and general interest. Whereas in the past, the school experience was one of frustration and ineffectiveness, it is now (according to a majority of the reports received) a meaningful experience for the disadvantaged. Pupil interest and knowledge is being stimulated toward books and the library, due, in large measure to emphasis on varied programs in the language arts.

PARAPROFESSIONALS (STATE-WIDE)

The presence of paraprofessionals performing non-instructional duties was instrumental in affording classroom teachers additional time to work with educationally disadvantaged children. A direct result of this extra time and personal attention was a much better attitude towards school. Reports indicated that Title I children now attend school with greater regularity, are creating fewer discipline problems and, in general, are experiencing success in many of their classes. Parents, too, are showing increased interest in their children and the educational programs of the school, as evidenced by a majority of the evaluation data. The classroom teachers were able to provide a greater variety of lessons for their pupils, utilize audio-visual presentations to a greater extent, and reported that they were able to do things they could only think about doing in the past.

NUMBER OF TEACHER-AIDES AND PARENTS RECEIVING INSERVICE TRAINING (1968-69)

	Teachers	Aides	Parents
Regular school (10,535)	6,754	2,300	1,481
Summer school (1,169)	766	288	115

AID-ASSIST INDIVIDUALS' DEVELOPMENT

The community action agency was a considerable help in suggesting programs to be conducted at the Early Childhood Development Center. Dr. Donald W. Strang, Project Director, indicated he was well pleased with parental concern and involvement in the planning stage. The school district identified a group of students that could be considered potential dropouts. Each child was assigned a teacher as a personal advisor. The teacher contacted the childs parents and kept them informed of the situation. In several cases the parents became active participants in the program, doing all they could at home or in school to encourage the child and to prevent him from dropping out.

A summer recreation program was perhaps the most successful part of the project. Two target areas were selected in the school district. Summer recreation programs were established. Successful attempts were made to involve parents in the program. Many activities were planned where the parent and child could cooperate in a joint venture, Picnics and other outings planned were a great success. The major contribution of the project was increased understanding and appreciation of parent for child and child for parent where very little had existed before.

The success of this part of the project was so gratifying that an expanded program was planned for fiscal 1970.

Although no target area students or parents were employed with Title I funds, several students under the Neighborhood Youth Corps Program worked in the Summer Recreation Project.

Dr. Donald W. Strang,
Baldwin-Whitehall School District.

STATEMENT OF DR. ANTON HESS, DEPUTY SUPERINTENDENT AND COMMISSIONER, BASIC EDUCATION, STATE DEPARTMENT OF EDUCATION, PENNSYLVANIA; ACCOMPANIED BY DAVID A. HOROWITZ, DEPUTY SUPERINTENDENT FOR INSTRUCTION, PHILADELPHIA, PA.; THOMAS C. ROSICA, DIRECTOR, FEDERAL PROGRAMS; VICTOR E. CELIO, COORDINATOR OF FEDERAL PROGRAMS, PENNSYLVANIA DEPARTMENT OF EDUCATION; GEORGE SAUERS, COORDINATOR OF TITLE I, ESEA, PENNSYLVANIA DEPARTMENT OF EDUCATION; AND DONALD CARROLL, ASSISTANT COMMISSIONER FOR BASIC EDUCATION, DEPARTMENT OF EDUCATION, STATE OF PENNSYLVANIA

Dr. Hess. I have a couple of staff members here.

The Chairman. All right, Dr. Hess.

Dr. Hess. Thank you, Mr. Chairman and members of the committee. It is a pleasure and a privilege to represent the Secretary of Education of the Commonwealth of Pennsylvania, Dr. David H. Kurtzman, to bring before this committee some testimony regarding the operation of title I in the Commonwealth of Pennsylvania.

I think I should say generally that with 4 years of experience in the operation of title I programs, there has been a certain amount of understanding and sophistication developed that has permitted us to move forward, not only in terms of improving education through these programs, but of being able to make some attempts at evaluation, which formerly was a difficult thing to do.

I think that I would like to talk first about some positive results and give you a few examples of some things that have begun to happen, and then talk about some anticipated actions that we are talking about within the next year or two which should bear additional fruit in the matter of evaluation of these programs.

We have attempted to validate the effectiveness of title I programs. The division of compensatory programs selected the 1968 and 1969 reading programs for third and sixth grade for a target sampling.

A valid sample, about 60 of some 200 districts that were involved in elementary reading projects, was selected there. Data was collected in the form of both pre- and post-program test results. The information was requested in the form of grade equivalents.

Only those results where the same tests were used for predata and postdata were accepted. You have in the report an appendix A, chart 1, which indicates that the children involved gained up to 1½ years in reading level skill in 1 year under the title I program.

There were some negative gains, but this is distinct evidence of how a title I program, our title I programs in reading were evaluated.

Mr. QUIE. May I ask you, what are negative gains?

Dr. HESS. We used four different tests. Most of them showed advancement of more than a year, which should be in a compensatory program.

In two cases, at the third grade and sixth grade levels, they did not show a gain. When I said negative—normally you would expect a year's gain in education. If you did not get a year's gain, this would be negative.

Mr. QUIE. I see.

Dr. HESS. In fiscal 1970, we saw the initial phase of the State on site evaluations. These evaluations were conducted by both specialists of the Department of Education and other specialists as approved by the Department in 276 school districts.

Followup summaries of recommendations were sent by letter to local educational agencies. In many cases these have resulted in changes or improvements in the next year's projects.

Another area is the area of the needs. There is substantial evidence that the basic goals of the title I program are being met. The long-range objectives of breaking the cycle of poverty, of course, have not by any means been fully achieved.

However, we believe a significant beginning has been established. The vital aspects of title I are that it has made funds available to local school districts even enabling them to develop educational programs to meet the needs of disadvantaged youth in their areas.

We have attached chart 2 in appendix A, which indicates our 1969–70 fiscal data as of April 17, 1970.

It is interesting to note that the percentage of money that has been spent in this year for equipment or for physical materials is at a minimum as compared to the earlier years of title I operations.

The many and varied problems being attacked by title I programs are of such long-standing duration and complexity and origin, depending on many factors, that even minimal progress toward realizing the objectives is encouraging.

I would also like to report efforts that have been made in Federal programs conferences. The most recent is the one that the Pennsylvania Department of Education and the Bureau of Curriculum Development Evaluation and the four State committees on followthrough programs cooperatively sponsored in Tamiment in the Poconos, Pennsylvania, April 27 to April 30, 1970.

The main purpose of the conference was to disseminate information to local agencies regarding the status, function, planning, and regulations of Federal programs administered by the Commonwealth to the Department of Education.

Approximately 1,200 persons, including school administrators, curriculum coordinators, school business administrators, followthrough conference participants, migrant program representatives, model partner city representatives, non-public-school representatives, project supervisors, project writers, teachers, and title III representatives were in attendance.

Although little time has elapsed since that conference, early positive results seem to indicate improvement in the quality of projects submitted.

I think that we can state there has been a positive progress made in nonpublic school participation. Title I programs have been significant in bringing together both public and nonpublic school personnel, recognizing that their goals and objectives in educating children are identical.

We have had a far closer relationship in Pennsylvania in the education of children with the 20 percent of the nonpublic school population than was evidenced, or than we saw, before the advent of ESEA.

Exemplary education programs will also support the evidence that title I is doing what its long-range objectives indicate.

While there is no statistical basis, the kind that we would like for these reactions, the Department of Education title I staff has noted that the overall impact of title I in Pennsylvania for new programs, for example, exemplary programs, has been tremendous.

We have appendix A attached which details about a dozen or more of the most successful programs of the 1969–70 school year.

I would like to say a word about some actions that are anticipated for the coming fiscal year and subsequent years, and in this connection I should talk a minute about accountability.

The Commonwealth of Pennsylvania has long recognized the need to improve the accountability of title I projects, or for that matter, the accountability of education generally. As a result, several procedures have been initiated.

We are requesting that student outcome objectives for 1970–71 title I program proposals be written in measurable behavioral forms.

The rationale for this procedure is that when objectives are written in measurable terms, they usually include terminal outcomes. This enables the local educational agencies and the Pennsylvania Department of Education to determine more readily if the objectives are achieved.

The continuation of onsite evaluations, which I mentioned briefly, will be placed on a 5-year schedule with approximately one-third of the participating local educational agencies to be evaluated each year.

A word about comparability. Comparability is a word to cover the concern we have as to whether a school in a district that is in the title I program is spending more money as a result of title I than a school in a district that is not in that title I program. For fiscal 1971, we have developed a new form which is an assurance of comparability. We have a copy of that form attached in appendix A, chart 7.

It has been made a part of the standard application for all school districts in their application for title I projects.

This form compares the nonparticipating schools with title I schools in local educational agencies in relation to teacher load and per pupil expenditures from the general fund.

It is expected that title I will supplement the effort in the target schools, and the evidence we have at this point in the submissions indicates that this is in fact true, that there is more money being spent per pupil in title I schools than in those not involved in title I.

Although it is impossible at this time to know exactly how many school districts have used local funds to supplement title I funds when full funding was not available, a conservative estimate would be approximately 250, or approximately half of the school districts.

Dr. Hess. Yes. This number is about one-half of the local educational agencies participating.

Many have also freely contributed part of the regular staff's time to title I activities.

Finally, I should say a word about quality assessment. In 1963, Pennsylvania's school reorganization act mandated that the department of education should develop standards to measure the progress of children in all of the subjects and in the education of all of its children. We have had a quality assessment program in operation in various stages now for more than 3 years.

The bureau of educational quality assessment, which has the responsibility for the development of this program, in cooperation with Penn State University, is now conducting a statewide survey to measure student achievement in terms of Pennsylvania's 10 goals of quality education.

We just recently tested 40,000 children in grades 5 and 11, which is the third phase of the testing of these instruments.

The results of this survey will be used by the bureau of curriculum development and evaluation, title I staff to help evaluate activities.

Thank you, and we are available for questions.

The Chairman. Congressman Dent.

Mr. Dent. Mr. Chairman, I just want to try to get down to a very particular situation that affects Pennsylvania more vividly perhaps than some of the other States. That is the very serious fiscal problem that we are going through at the very moment, as I read the papers and read the legislative action up there.

What effect then will this have upon us if this Congress fails to come up to expectations on this program that you are anticipating and must have?

Will you be able to carry on with State funds, or not?

Dr. Hess. No. I think that we presently, because there has been some delay in making decisions, because of the delay in the appropriation of Federal funds, and because of the delay in approving budgets and State funds, there has already been substantial delay and cutbacks in some of the things that could be done or ought to be done.

If the title I appropriations do not meet expectations, there are not at this point in time in Pennsylvania, with the present budget in Pennsylvania, sufficient funds to pick up the operation of these programs.

School districts would be forced to abandon them. As things now stand, the budget for 1970–71 is approximately the same as the budget for 1969–70.

Mr. DENT. That is what disturbs me, because apparently your needs are increasing and your programs advancing, and it would be rather serious, wouldn't it, to the total educational picture if the Federal Government fails to come up with at least that portion of the money that you anticipate that you must get?

Mr. HESS. That is right.

Mr. DENT. Isn't it true that if we come up with our part of the money from the Federal end that you might have a whip to get the legislative—the legislature to come up with additional money more readily than it has in the past?

Dr. HESS. That is probably true.

I don't want to predict what will happen in Pennsylvania in the next 12 months, but I think all the people in the legislature recognize the need for additional taxes.

Right now there is a budget that will probably use up all available resources under existing tax legislation within 9 or 10 months.

Mr. DENT. And as I understand it, it does not even provide at the level you requested.

Dr. HESS. No, sir.

Mr. DENT. That is a very serious failure. As far as your programs are concerned, I am glad to see that you are carrying on along the lines that the Congress anticipated in this area of title I, and certainly we hope that your legislature will get some kind of a budgetary responsibility before them too so that they can get down to the brass tacks on education.

Apparently the first thing we are striking at is the educational budget, according to my information in talking to some of the leaders.

Dr. HESS. Actually, all agencies of the Government suffered in the initial budgeting count. The amount, at the moment, of subsidy to school districts has been restored basically in terms of what was requested under the law.

Mr. DENT. Yes, I read that; but it was not restored for a full year.

Dr. HESS. That is correct.

Mr. DENT. Thank you very much.

The CHAIRMAN. Mr. Quie.

Mr. QUIE. I would like to turn to the appendix part of your testimony, appendix A, and look at the comparison of the pre- and post-test comparisons of third and sixth graders on reading, and look at some of those negative gains.

To me it is surprising that with the sixth graders on the California reading test, with 141 students tested, there was a slower gain in the post-test than there was in the pre-test, and in the Sanford reading test, there were 306 students tested, and there was a slightly lesser gain.

How do you account for that? Why did they fare better before they got title I help than after?

Dr. HESS. We would have hoped that that was the case. I think there are several explanations, and I don't know that any of them can be supported.

One might be that it is difficult to keep these test results pure in terms of the test before and the test afterward. I think that the deprivation in some of these areas has been so long and so great that 1 year's program does not give us enough evidence.

Would you add anything to that?

Mr. SAUERS. Yes, Dr. Hess. Although we do note what appear to be negative aspects of the testing programs, you will bear in mind that the test results on present and pre- and post-tests actually measure against gains of 1 year.

This would indicate that there has been a gain. The gain has not been as significant as what we would normally associate with what we call the normal type of child, the child who has been progressing.

So even if you look at the metropolitan reading test at the third grade level, a 72 percentile has a possible score there. It would indicate there is a gain, but not enough gain to meet the standardized norm of 1 year.

We are using standardized test results rather than local norms, which can reflect a decrease and still result in a gain.

Mr. QUIE. I can't understand that. Certainly there was a gain.

You did have a minus 5 percent. That was less of a gain, wasn't it?

Mr. SAUERS. Yes, less of a gain. A child coming from an affluent family may have scored 82 and shown on the past post test as an 84.

We would look at that as a gain. A child in the title I program showing the same thing may not produce that 84 mark, but has actually had a significant gain in terms of achievement of some objectives, the point that he began from to ending since the norms established at the two ends of the scale are different.

Do I make myself clear statistically?

Mr. QUIE. If we start requiring greater accountability, how do you think the teaching profession would fare under those three instances, in your random sample here, where there was a reduction in the rate of gain?

Do you think you would find new teachers, or a new way of teaching, or would you take a look at the results of some of these others perhaps that were tested under the Gates reading test and see how they taught their reading up there and see if they achieved better results?

Dr. HESS. I think we would say that a measure of accountability should be based on more than a single test or a single evaluation. This is, of course, one of the concerns of the school districts and teachers in any kind of an assessment program, whether it is national or our community or Commonwealth assessment program.

We believe the efforts of the school districts will be directed to finding out what the causes of weaknesses are and where they may be.

Any assessment must recognize the input as it is related to the output, what the child had when he came to that point.

We believe that while it could be a weakness on the part of the teacher, there are certain other factors that have to be estimated, how the program is operated, what kind of program it is, what kind of materials there are, what kind of situations the child comes from.

Mr. QUIE. What kind of evaluation has gone on in the areas where there actually was a lower rate of improvement after plowing in of title I moneys than there was before?

Have you done evaluations there in the State of Pennsylvania where you said to some school districts "You did a pretty lousy job, and here is a school district that did a pretty good job," and so forth.

Did you do this?

Dr. Hess. That is what has been happening. Much, much of it is in the future. Our quality assessment program is about a year away of being able to be used. Up to now, it has been pretty much evaluation with this one reading sample as an example of something that has been done.

Once this happens, we are prepared then, and we will do more than this, have a team from the bureau of school evaluation to go out and work with the school district where there is an indication of less than positive results—I won't call them negative, but not the kind of results we want—to find out where these weaknesses were, what the cause of them was, and what methods other school districts have used to make them stronger.

This is the whole process that I am talking about.

Mr. Dent. (presiding).

Mr. Quie. I have found a tendency of the school people to blame the children, that they were not properly motivated and so forth. But it is interesting in some schools they make substantial gains with, at least it seems to me outwardly, the same type of problem.

I *think it is easy to blame the kids*, but we ought to be spending more time on the teaching profession. I learned to fly in the Navy. If we did not make it we were washed out. We held out Great Lakes as if it were the hell a Christian would go to.

Mr. Dent. I would not say that. I went to school there.

Mr. Quie. I think this is what we are aiming toward in education. Now, especially since we are going to have a tremendous oversupply of teachers in the next decade, the Bureau of Labor Statistics indicates we are going to have a surplus of teachers and so with accountability coming as it is, I find we might have a different situation.

Let me ask another question about Pennsylvania, and that is I have not heard much criticism of the amount of money you have been receiving under title I, other than that the total for the Nation ought to be increased.

I would think the education of disadvantaged children in Pennsylvania is as great as New York. I can't see that you have any less problems, and your costs ought to be about the same.

Probably your heating bills and so forth are the same, but the figures I have are that the poor children under 3,000, from families with under $3,000 income, in New York it is $3,000, the figure is 374,000 and in Pennsylvania 323,000.

However, the allotments of Federal money in 1969 for New York was $122 million and in Pennsylvania $46.5 million.

Now it all seemed to me completely unfair that we should write the bill so that Pennsylvania would get such a little amount of money as compared to the State of New York.

You can make claims about the differences between Mississippi and New York and make some argument why you ought to have more, but I can't see any reason why Pennsylvania should not receive as much per poor child as New York.

Dr. Hess. I can't either, and we could use quite a bit more, in Pittsburgh and Philadelphia, particularly, as well as in some of the Appalachian areas.

We have needs of from $25 to $50 million for compensatory programs in our cities. We have been trying to get that through the State legislature. We would be pleased if we could get more through title I programs.

Mr. QUIE. Do you think it would be fair if we multiplied the number of poor children by a fixed amount of money, at least by region, and then multiplied by one-half of the average cost for public instruction in the State?

Dr. HESS. I believe that that would represent a better—a little more equal situation.

Mr. QUIE. Thank you.

Mr. DENT. Mr. Hansen?

Mr. HANSEN. Thank you, Mr. Chairman, and our appreciation to you, Dr. Hess, for sharing your experiences in Pennsylvania with the committee.

I noted in the course of your testimony that you stated you estimated that about half of the school districts are using their own funds to supplement title I programs. I would assume from these school districts that these school districts have determined that theirs is sufficient value, demonstrable value from these programs that they can justify the allocation of their own funds.

My question is: In the event that title I funds should be further reduced or eliminated altogether, are there a number of the programs that have been initiated under title I whose value has been so clearly demonstrated that they would be picked up and carried on by the local school districts with their own funds even at the sacrifice of some other programs that may be determined to be lesser in priority?

Dr. HESS. Yes, I think this is a fair assumption. I think there are several factors that would have to be looked at to determine just how much of this would happen.

One would be what happens to the State subsidy, which in terms of needs is dropping below the legislative intent of 50 percent of support of school districts across the commonwealth district at large. It is on an equal basis but this has been the traditional effort in Pennsylvania for subsidy.

It also depends upon what other available resources might be made available to school districts in terms of tax resources. They at the moment are getting to the point where they have used what is existing in legislature, and if the legislature should increase the resources of local districts, like increasing a wage tax availability, rather than putting it all on real estate, this could also have an effect on it.

I would say in spite of both of those factors, a number of the programs, and a fairly substantial number of the programs would be continued at school district expense.

They could not possibly afford to abandon them, because they have become enmeshed and ingrained in the school program as part of the expected service.

Mr. HANSEN. Of course this would be one of the real tests of the value of title I programs, to chart some new areas, to develop some new methods and techniques which are better than the ones that have been used.

Dr. HESS. And if our experience in title III programs is good, this is what has happened in title III. Some of the programs have been abandoned, but those that were providing good programs and those that the districts insist they must have, they found money to keep some of these programs, and some State money has been plowed into them, and they have run their term of 3 to 4 years.

Mr. HANSEN. Other than a need for additional funds, do you have specific recommendations for changes that ought to be made in the title I program?

Dr. HESS. Well, yes, the biggest one is that we don't go from year to year wondering what it is going to be. Some sort of a guarantee, maybe 2-year funding, and earlier passage of the appropriations bills so that we can start our programs without this negotiation bit that you have to go through without now knowing whether we are going to have less or more funds than we had in the year before.

The Tydings amendment, that kind of thing, would be helpful.

Mr. HANSEN. Thank you very much.

Thank you, Mr. Chairman.

The CHAIRMAN. We have Dr. David Horowitz, deputy superintendent for Philadelphia, who is taking the place of Dr. Mark Shedd, who was unable to be here.

I understand your plane was rather late this morning. I would appreciate it if Dr. Hess would stay at the stand with you, since the Chairman might want to ask questions of both of you.

Dr. Horowitz, I welcome you here, of course. Give our regrets to Dr. Shedd that we were not able to have him, but I am sure you will handle the assignment well.

Dr. HOROWITZ. Thank you, sir.

May I present Thomas Rosica, director of the Federal programs in Philadelphia?

The CHAIRMAN. Welcome, Mr. Rosica.

You may proceed as you see best.

Dr. HOROWITZ. Thank you.

Mr. DENT. I am Congressman Dent, and this is Mr. Gaydos, and Mr. Hansen.

Dr. HOROWITZ. My understanding is that you are not interested in programs with fancy names or promises but in research data that hold the promise of being able to rationally predict future success for "target children" and which relate measurable outcomes to the specific goals and objectives of an institution.

I then intend to provide you with some data about some of the programs we are operating in Philadelphia, and first let me review the problem as I see it.

In this way you can get some idea of the constraints that shape the direction of our resource allocation, determine the structures of our programs and throw obstacles in the way of data collection.

These constraints plague every big city system, in both private and public schools. Therefore Philadelphia may serve as an example.

The academic deficiencies within the schools in the United States as a whole are considerable. One out of every four students, nationwide, has significant reading difficulties and about half of the unemployed youth between the ages of 16 and 21 are functionally illiterate.

Within the adult population it is estimated that there are more than 3 million illiterates in the United States, and in a recent U.S. Armed Forces program called Project 100,000, it was found that over 68 percent of the young men performed below the seventh grade level in reading and general academic ability.

The problems of the large cities are even greater. A study of juvenile offenders in New York City indicated that 75 percent of delinquents screened for educational programs were at least 2 years retarded in reading.

In Philadelphia, the problem is equally acute. There are over 200,000 adults who cannot read well enough to interpret signs or read the newspaper.

That is 10 percent of the population of the city. Obviously the problem can be traced to the school. Among poor achievers, patterns of disinterest, truancy, and attrition may be found.

These realities cannot be separated from the conditions of life in the city which have in the past been seen as social, economic, or political issues.

They are all of these, but they are also educational. Reports from the school district of Philadelphia's division of testing have shown that "on the Iowa tests of basic skills," the—and this is a nationally validated test, I would say parenthetically—"the average child in second grades scores 4 months below national norms; 6 years later, this deficit has increased to 12 months."

The problems which are engendered by the academic deficiencies in the school district are staggering by themselves. However, there is an additional constraint placed upon the system. This is the financial problem.

"The Taxpayers Revolt" the diminishing tax base caused by the flight of the middle class to the suburbs, the unwillingness or inability of State and local governments to increase resources, and a Federal cutback in spending has hurled the school district into the grips of a severe financial crisis.

As a result, in Philadelphia we are carrying a deficit of $15 million from the budgets of fiscal 1968 and 1969. The deficit from this past year's operation was nearly $8 million. Thus the school district is carrying a deficit of over $20 million into this next fiscal year.

This deficit represents more than 15 percent of our budget. With such severe financial limitations we have been unable to provide new or expanded services in the areas of greatest need.

In fact, it has become necessary to reduce or eliminate many programs. Saturday morning, after school, and summer programs have suffered more greatly. Experimentation and innovation have been curtailed in an era which has been demanding increased attention to new strategies, techniques, and curricula for the youth of the future.

Those who suffer the most are those who can afford it the least—the educationally and socioeconomically disadvantaged. Besides being burdened and hindered by the conditions affecting the entire school district, the disadvantaged children in urban centers have become further and further disrelated because their need for supplementary educational experiences has not been met to the extent mandated by their low functional levels.

The school district of Philadelphia is well aware of the situation at hand—as is the community as a whole. Increased interest and concern has been expressed for the improvement of the educational offerings presently available. Within the limits imposed by financial conditions the school district has been responsive to these concerns. Priorities have been established for reading, basic skills development, and early childhood education.

The utilization of State and Federal resources is and will be an essential part of our program for improving the educational status of Philadelphia's pupil population. Commitments have been made and resources have been allocated to provide a comprehensive program designed to improve reading. The focus on early childhood education is reflected in our participation in programs such as Head Start and Follow Through. All of these programs cost money—moneys which must be allocated at levels above those available through the operating budget. The future of a great number of our pupils, in fact, the future of our city, is at stake.

Thus, ESEA funds have become an essential part of our program in the school district of Philadelphia for two basic reasons. The first lies simply in the nature of the programs we have been able to mount and will be able to continue only with Federal funds. They are essential programs.

The second is that ESEA funds constitute for us, and I believe for most big cities, the critical increment—the change-dollar necessary to overcome institutional inertia and produce institutional change. I don't have to cite for you, I am sure, the statistics on dropouts, semiliterate, or functionally illiterate high school students; low pupil-achievement levels and their inevitable outcomes; unemployment and high crime rates. We are haunted by these statistics in Philadelphia. And they are, by and large, as frightening in Philadelphia as they are in every big city.

Nothing makes clearer the need for dramatic improvement and change in the institution of public education, but it can't be done without money.

At this point, I would like to describe some of the title I and title III programs that we have been able to mount despite problems of historical neglect and financial crisis. Many of these programs are designed to change the nature and quality of the educational process. Other efforts have been focused directly upon specific areas of academic deficiency.

A description of each program will be followed by a discussion of the research findings that are relevant to these programs. Our Office of Research and Evaluation in Philadelphia has provided project administrators and other decisionmakers with valuable and timely information on both the operation and the effects of our federally funded programs. Their information is based upon carefully controlled evaluation techniques, which include constant project monitoring as well as pre- and post-testing. Two years of experience in the school district and the availability of reports from previous years has helped insure the relevance of this research effort.

A number of innovative programs have been established through ESEA. One of these is the Pennsylvania Advancement School. The school takes seventh- and eighth-grade boys from regular schools and attempts to restore their interest in education. It is a voluntary program designed for underachievers. The boys come for 3 to 9 months and then return to their regular school.

The purpose of the program is to affect the attitudes of the students toward learning; to change them from disinterested underachievers to excited, questioning, searching learners.

The staff attempts to achieve this by creating an atmosphere of acceptance, excitement, and understanding. Students are free to explore free-wheeling courses—like improvisational drama and urban geography—which involve them emotionally and physically as well as intellectually. The environment bombards the student's senses with color and other stimuli, such as carpeted floors and movable partitions. A wide range of audio and visual media are used to attract the attention of the students.

The theory behind all of this is that learning is best achieved when as many of the senses as possible are involved and when the sense stimuli are relevant to the student's environment. This is a practical application of McLuhan's statement that the "medium is the message." The Advancement School attempts to convey the message of learning through the media that stimulate and excite the senses of the learner.

Formal research observations have confirmed the positive feelings of the students toward the program. Their attitudes toward school and learning have changed drastically. Longitudinal data indicates that the students felt that the Advancement School teachers were better than their regular teachers; that they learned more than in their regular schools; that the experience would help them get better grades in their regular school; that they would be able to get along better with the people in the old school; that the Advancement School was more interesting than regular school; and that the experience made them want to work more in school. The great majority of the students would have attended the Advancement School as long as they could if they had been allowed to continue, instead of spending only 3 to 9 months there.

A second innovative program has established learning centers. These are located in some lower schools and serve as learning laboratories. Children from regular classes come at regular intervals and participate in a variety of learning experiences. Children are free to explore a wide range of materials—science equipment, books, games, et cetera. They go where their interest lies. The teacher is a monitor and facilitator of exploration experiences.

In addition to informal studies—which indicate increased student excitement, enthusiasm and involvement, as well as teacher acceptance of a new style of teaching—there is hard data available which indicates that when compared to three control groups, learning center children are from two to three times better at solving problems of all types and persisting at their work. The data indicates that there is only one chance in 100 that these dramatic differences in children exposed to the learning centers can be attributed to chance.

Another promising program, Project Grow, is the largest operational program in computer-assisted instruction in the country. The project is located in two junior high schools and two senior high schools in Philadelphia. The research reports have been encouraging. They have shown that, despite some problems in the hardware system, achievement in reading by computer-taught students was significantly higher than that of control-group students.

In addition to the programs I have described in detail, there are some others that have yielded hard data that indicate successful instructional approaches.

The salable vocational skills program, a voluntary Saturday class designed to reinforce skill training, demonstrates that students significantly improve their skills in typing and data processing, obtain a higher employment rate upon graduation, and have a better attitude toward school than a control group of students who did not participate in the program. In data processing, students showed an improvement of 64 percent over their initial efforts, and in typing their improvement increased by 84 percent.

Our English as a second language project indicates that emphasis on the development of literacy in Spanish in the early grades has enabled our Puerto Rican students to acquire significantly better command of written and spoken English than students who do not undergo such instruction. This program serves 847 children in 16 public and six nonpublic schools.

In the area of remedial reading, a crucial concern in inner-city schools, Philadelphia's improving reading skills project, which provides reading centers and individually prescribed instruction for over 1,626 elementary school students, results in considerable progress in overall reading achievement for these students. Research reports show that classes in reading-skill centers are extremely well organized and that the atmosphere is one of general cooperation and desire to work and learn. Prior to project operation, only 19 percent of the skill-center pupils had attained mastery in vocabulary and word-attack skills. After 1 year in the program, 53 percent of the children had obtained mastery in reading comprehension, and only 12 percent of the children had failed to show growth. Forty-eight percent gained two reading levels.

The out-of-school science program for paired-schools promotes better understanding between students of different ethnic and social backgrounds by bringing together students from different schools for participation in a science program at the Franklin Institute, a nationally known science museum and laboratory. It has been found that students who participated in the program attained significantly higher scores on a science-achievement test than control students from the same schools. Student-interaction data revealed that pupils were positive and cordial in their behavior toward one another. They worked cooperatively toward the accomplishment of the project's goals about 94 percent of the time. No example of pupil aggression was observed.

The overall conclusions were:

(1) It is feasible to bring children of different racial, religious, and ethnic backgrounds together for joint educational experiences at a "neutral" site.

(2) The paired-school children interact positively with one another and will work cooperatively in pursuit of the project's goals.

(3) The paired-school children significantly exceeded control groups with respect to science achievement.

We are finding that an effective means of improving the lines of communication between the school and the community is the school-community coordinator program. School-community coordinators serve as liaison persons between the schools and the community, convey and update information, develop supportive school-community activities, and visit homes. They have been responsible for heightening the involvement, responsiveness, and knowledgeability of the community as well as for aiding school personnel by making them aware of the community factors which affect the operational conditions of the schools.

A recent survey across the city revealed that 87 percent of the parents, the parents of the children in which these community coordinators worked, perceived the program positively. In addition, 83 percent believed that the schools have become more responsive to community needs via this project.

The intensive learning center program uses three strategies for learning—individually prescribed instruction, discovery, and a combination of these two approaches—in the education of later elementary-schoolchildren. The results of this year's evaluation show that attendance of children at the intensive learning center is well above that of the home schools of these children. The achievement patterns in both reading and arithmetic are indicative of the effectiveness of this program. In some instances, the rate of growth has accelerated to three times what it had been before the pupil's entrance into the program.

A class for mentally-retarded/emotionally-disturbed children has been established to deal with the problems of severely handicapped students. The project was successful in reducing the frequency of nonrelevant student behaviors—and that means aggressive and noncooperative behavior—by over 70 percent, in raising language ability by an average of 7 months, and in effecting the satisfactory adjustment of 80 percent of the students into regular classrooms.

Philadelphia's motivation program serves over 5,000 students and is designed to aid and encourage able and potentially able students to continue their education after high school. Besides the regular school program, enrichment classes in English and mathematics, counseling, college visitations, and cultural programs are available. A major emphasis is placed upon parental involvement. Returns from a questionnaire showed that 81 percent of the motivation students who graduated in 1969 were attending a college or university, while the districtwide figure was 35 percent.

Our own experience with the federally funded Follow Through program indicated that even severely disadvantaged children perform well in school when they are provided sufficient resources. The evidence indicates that inner-city schools can do the job if they can provide students intensive support and instructional services. But the margin between success or failure for the inner-city school is a wide one and can only be bridged with a heavy increase of funding.

Gentlemen, I believe we are at a critical juncture in Federal involvement in the funding of public education precisely because we are at a point where the clear gains realized through ESEA will either be consolidated and expanded or they will wither away. It is a simple fact of life that extension of ESEA at the level of appropriation recommended for the fiscal year 1971 will simply permit the withering to begin. High expectations, in the community as well as among educators, will turn to frustration. And that is a most volatile kind of alchemy in the big city.

Recommended funding levels for title III, for instance, will merely provide for continuance of present programs. Yet this is the title which, in my judgment, may produce the greatest long-range payoff. But no effort to disseminate current gains and broaden them will be possible.

The same should be said for title I. It is important to point out that simply continuing funding at the same dollar level is, in effect, a decrease in available resources, because of inflation. At present rates, a 10-percent increment is needed annually just to maintain the current level of services.

If ESEA is to fulfill its promise, and if it is to speak to the pressing needs of the cities, I would urge the following actions:

(1) Fund all titles at the level of authorization. This would be a minimal start—and I stress the word "minimal."

(2) Fund ESEA programs sufficiently in advance for school districts to plan for the expenditure of funds. We begin planning, in considerable detail, our operating budget 10 months before the fiscal year begins. Our planning is guided by a 5-year budget projection. But we never know how much ESEA money we will receive until well into the fiscal year for which it is appropriated. Sound planning and management are all but impossible under these conditions. They are replaced by a kind of fiscal roulette.

(3) In closing, let me simply reiterate that we are at a critical point in the history of Federal support of public education. Federal funding has enabled us to begin structural changes in the schools which will release the talents of teachers and students alike. Teachers have been given more effective tools and materials to work with. The system itself has begun to respond to individual needs. To turn back, or to stand still, ultimately will produce chaos in the schools and add to the chaos in our cities. It is imperative that education receive the priority in dollar terms that it must have if the cities—and the country—are to survive the "urban crisis."

It is just possible that we can accomplish the needed revolution in American education. And in so doing, we will disprove the conventional wisdom that it is not possible for one institution in society to stand against and repair the damage done by all the rest of society.

Thank you.

Mr. DENT. I welcome the chairman of the committee at this point. Do you have questions?

The CHAIRMAN. I just wanted to say that I have never, in my judgment, heard a more eloquent statement concerning the real problems confronting education in this country.

I am delighted to participate in the hearing this morning with our distinguished acting chairman, John Dent, who has been a great leader in the field of education, and my colleague, Mr. Gaydos, who has been a great leader in the field of education.

It is my understanding that they intend to insert both of these outstanding statements in the Congressional Record. I just wish the Congress could appreciate the emergency that confronts education today. I think we would have better funding if the Members did realize the great necessity for adequate funding.

Mr. Hansen, from the State of Idaho, is a member of this committee who has always supported education, and he has made a great contribution.

Dr. Horowitz, on page 13, I thought you summarized better than I have heard the problems summarized in many a day when you stated:

> Gentlemen, I believe we are at a critical juncture in Federal involvement in the funding of public education precisely because we are at a point where the clear gains realized through ESEA will either be consolidated and expanded or they will wither away.

For fiscal 1971 we have $1½ billion that has been appropriated by both the House and the Senate. And the House and the Senate are now in conference. But they cannot raise that figure above the $1½ billion. That is only about 50 percent of the authorization that is provided in the act.

You are telling this committee that to do this job that we should appropriate for title I at least $3 billion and do it now, if I understand your testimony following that statement correctly.

Dr. HOROWITZ. Yes, sir; that is correct.

The CHAIRMAN. What do you visualize, from your experiences in your great State and city of Philadelphia, as the chief obstacle in the way of making great progress insofar as title I of ESEA is concerned?

Dr. HOROWITZ. I think, sir, the funding has been minimal. We have not been able to apply the kind of resources that we know as educators should be applied in order to compensate for the deficiencies that face us to make up for the lacks that the pupils by the tens of thousands bring into our schools before they even begin their education.

We have the job of making up for all the community lacks—the family lacks, all the kinds of things that the lower-class families and middle-class families in many communities are unable to provide.

The school is faced with this, and it must take it up as well as it possibly can. To do anything else, really, would be to write off generations of children, many of them, tens of thousands, coming out of very poor environments.

The CHAIRMAN. We are not even holding the line insofar as improving the operation of title I, because of the inadequacy of the funding, then. Am I correct?

Dr. HOROWITZ. I would agree, sir. That is correct.

The CHAIRMAN. Now, from the standpoint of priorities, to improve the operation of the Elementary and Secondary Education Act in your great city of Philadelphia, what would you list as the No. 1 priority?

Dr. HOROWITZ. I would list those that I have listed here, the three priorities here, that is, improvement in reading instruction in order to raise generations who are literate and who can take their place in our society and in our American democracy, early childhood education in general, and, third, those ranges of activities that will bring about a better understanding between the community and the school and, in fact, provide the kind of educational supports in the community that will lend support, and not work counter to, the efforts of the school and its programs.

The CHAIRMAN. You are now receiving how much money under title I in Philadelphia?

Dr. HOROWITZ. Close to $15 million.

The CHAIRMAN. To do the job that needs to be done, how much money do you really need?

Dr. HOROWITZ. As I stated a few moments ago, sir, I think that that sum should be expanded at least twice.

The Chairman. At least twice.

Dr. Hess. May I add some comments on that?

The Chairman. Yes.

Dr. Hess. This is as we see it from the State Department—and I made the same statement—that they would need $25 to $30 million more, which I made without seeing his statement.

The Chairman. Would you say that you are only receiving from ESEA about 50 percent of the funds that you really need?

Dr. Hess. If our allocation for fiscal 1970 were approximately $52 million, that is the amount that we expected. If Philadelphia gets $15 million of that, you obviously see they get close to 30 percent of the amount for about 12.8 percent, or 12.10 percent of the children, because the problems in Pittsburgh and Philadelphia are so critical.

I would like to support one thing Dr. Horowitz said. On page 9 he talked about the area of remedial readings and we have been working at the State level to try to get additional State funds to plow into this.

They were providing instruction for students in a year, with the knowledge that one in four are retarded, and something can be done about them. One of the things we would need to do there would be to expand those improved-reading centers, because this is only a pilot effort. We should be doing it for approximately 20 times that number of students.

The Chairman. Let me address a question to you, Doctor.

You listed negative gains in your chart, if I recall, a few moments ago. Anything of less than a normal year is a "negative gain."

I would like for you to tell the committee just what have been the positive gains from your expenditure of ESEA title I funds contrasted with the so-called "negative gains" that Congressman Quie asked you about.

Dr. Hess. Of course, to be strictly truthful, we had to indicate the results of the test, the overall results of the test. They were that title I funds gave us positive gains.

The Chairman. Overall, your gains have been positive?

Dr. Hess. Exactly. This is true of all the programs listed here, and some of which I also listed in the appendixes of my remarks.

The Chairman. But for title I funds in the last 5 years, what would have been your situation, do you feel, in the State of Pennsylvania, and in Philadelphia?

Dr. Hess. I hesitate to hazard a guess. I don't know where we would be, but they certainly have added a lot to what has happened.

Dr. Horowitz. I would like to hazard a guess, and this is nonscientific.

I think the kind of crises that we face in Philadelphia today without the increments of ESEA funding, I think we would be facing a situation in the city that would be completely unmanageable. We would have utter chaos in our city, particularly in the poor sections of the city. Our schools would really be more than halfway down the drain. They would have gone down the drain, and public education would be seriously impaired.

The Chairman. Do you feel the same way about the other sections in the great State of Pennsylvania?

Dr. Hess. In the large cities, this is true.

Dr. Horowitz. I would like to state this for whatever importance it has.

In a study that was done about 5 years ago, a study of the educational disadvantaged throughout the State of Pennsylvania, it was found that 40 percent of the educationally disadvantaged pupils, elementary and secondary levels, in all of the public school systems in Pennsylvania, attend the Philadelphia public schools.

The CHAIRMAN. You know, I have seen so many of these studies that to my way of thinking are hardly worth the paper they are written on. And the only way that I know how to counteract the studies that are no good, from my viewpoint, is to call people in here who have firsthand knowledge of the situation and know so much more about the local school problems than these so-called "study people."

I know occasionally we get a really good study, a study done in the right way. But about 50 percent of them go in the wrong direction. So the best study that I know anything about is from people with firsthand knowledge of educational problems in this country. And that is the real reason we are conducting these hearings, to see how we can improve the legislation and to see firsthand from people who are dealing with the problems every day just what the problems are instead of letting them come to us secondhand.

I think it is much better for us to get you people in here and let you tell us about them.

Dr. HESS. We appreciate that very much.

The CHAIRMAN. Thank you very much. Congressman Dent.

Mr. DENT. I was very much impressed with the figure of 40 percent of the State total. We probably have overlooked a very serious factor that should not have been overlooked. That factor is that in States like Pennsylvania, where we have our two centers of population dominating the entire population of the State in both education and voting, we come up with, I believe, a $95-per-pupil cost of education, as against $1,300-and-some-odd in New York.

But the relationship between the cost of education in Philadelphia and in Penn Township, Westmoreland County, for instance, varies so widely that perhaps, Mr. Chairman, we ought to make a more definite study on just how we allocate the money under title I. When the predominant need in the high-cost educational centers of the State, Pittsburgh and Philadelphia, may come closer together, we know that the rural areas do not spend near that amount of money. And, therefore, we are being deprived of funds under title I. Since New York's population is a greater percentage of the total population, and since they are a high-cost area of the State, they get something like $122 million a year, compared with Pennsylvania's $52 million a year, out of the past appropriation.

I would say that the figure would probably be closer to $60 million as an entitlement in Pennsylvania if we were able to work out a formula based on the cost of education where the need is.

The CHAIRMAN. That is correct. But one of the great reasons for the discrepancy is the amendment providing that anyone receiving any form of public assistance above the $3,000 category—that is, where they count all those people that the other States do not count.

Mr. DENT. That might need adjustment as to Pennsylvania's entitlement under the law with respect to the family-maintenance program. I am going to pursue that further with the chairman after the hearings are over and see if we can't try to get the Congress to agree on a change.

I also want to join my chairman in saying that this statement of yours, while it does cover some facts as such, states close to the real need of the moment: that is, that the time for logic is here and the time for debating the subject on the basis of logic is past. Apparently we have started something we aren't able to finish, and we may leave the schools in worse condition if we can't fund fully than they were in before.

Having once given the lollipop to the child, it is difficult to take it away from him. To enable the children to take advantage of the education in later years, certainly there ought to be a drive on the part of the educators in this country and the Governors of the States and maybe in some other areas, so that we can do some leveling off in the expenditures of the Federal Government. I doubt that we should take it out of education, especially with the dire results that you predict.

I am very fearful of the situation in any school district, especially in a large city like Philadelphia or New York or Pittsburgh. It wouldn't matter so much about rural areas, because we have never really gone into the programs that much. We don't know we are dumb until we get out of school. You learn it early in the big cities.

Thank you very kindly.

Mr. Hansen?

Mr. **Hansen**. Thank you, Mr. Chairman.

Let me join my colleagues in welcoming you to the committee. I have listened to you with a great deal of interest, although I must say you have not painted an encouraging picture about the prospects on improving our elementary and secondary educational system without the vast infusion of new amounts of money. I would like to focus on that part of your testimony.

Many have, I think, raised the question, and are raising the question, as to whether just appropriating large amounts of new money is going to be the answer.

Since 1950, spending for elementary and secondary education has increased seven times, from about $6 billion to about $42 billion annually. In terms of constant dollars, that is about a fivefold increase. In the same 20-year period, school enrollment has gone up about 83 percent.

So we have, over the last 20 years, put a great deal of additional money into elementary and secondary education. And the question I raise is whether there is any hope without a great deal of more money—in other words, is there some possibility that we have failed to achieve the goals that we should achieve for reasons other than money?

Dr. **Horowitz**. I would like to respond to a number of points that you have made, sir.

First, I would like to say categorically that there is no hope unless larger infusions of money are put into public education, particularly so in the large urban centers.

Educators, professional educators, today are at a great loss as to finding the kinds of answers that are needed in this kind of world, which is a different world from the one which existed even 10 years ago.

The problems of the big city—and I speak for the problems of the big city only—this has been my experience for 36 years—the problems of the big cities are such that educators today are reaching out in some ways, are fumbling. And, really, I do not have the resources to do the kind of innovative things, to try new methods, new techniques, to do the kind of research that is necessary to find better answers than the ones that we have at our disposal at the present time.

I readily admit to you, sir, that we do not have the kinds of answers that we would like to have. We are not doing the kind of job that we would like to be able to do.

But I want to say again that without added resources pumped into public education, we are never going to be in a position even to seek and, hopefully, to find better solutions than we have at the present time.

Mr. **Hansen**. To what extent can we do a better job? Or is there a possibility of doing a better job with the dollars that we have?

Dr. **Horowitz**. I don't think there is much of a chance of doing a better job with the dollars we have at hand, because, as I have pointed out here, as one kind of factor, the cost of education increases between 10 and 15 percent a year without doing one blessed thing different next year as compared to this year.

We are presently negotiating with the teachers union for a new contract. We are not even certain in Philadelphia whether we are going to be able to open the schools in September, let alone be able to do the kind of things that many of us, including myself, would like to see done in public education in the city of Philadelphia.

Mr. **Hansen**. To what extent is it possible to look to State and local resources for the kinds of additional financial help that will be needed?

Dr. **Horowitz**. I think we are reaching the end of the string, really, on local and State resources. Each time we go to that well, we find it at a lower level. And we find it near the drying-up point. And each time it becomes a greater struggle to eke out a few more dollars to keep ourselves afloat and to keep ourselves from collapsing entirely.

Mr. **Hansen**. To what extent is the nonavailability of State and local resources attributable to the lack of resources? And to what extent is it attributable to the unwillingness of the people to place a higher priority on education?

Dr. **Horowitz**. I really think it is a combination of both. To what extent each one is responsible, I would be in no position to judge. Maybe Dr. Hess would like to react to that one.

Dr. **Hess**. I don't know that I can add much to what you have said, except to point out that the resources that are available in Pennsylvania at this moment in time pay about 92 or 93 or maybe 94 percent of the total bill in Pennsylvania. In other words, Federal funding impact is a relatively small percentage. Both the local districts and the State are constantly seeking new ways to get new resources, but we are competing at the same time with an increasing demand on the part of the municipal services and other State services that seem to have some time priorities.

I think that I would answer your first question to Dr. Horowitz this way.

Yes, there are many things that we now know enough about and can do in terms of developing priorities, measuring productivity, and getting measures of bases for accountability. But all of these must be done in the climate of increased resources.

There is no point talking about planned program-budgeting systems if you don't even have enough money to meet the priorities that you determine you have.

Mr. HANSEN. One final question on one other aspect of your testimony.

I noted with interest the emphasis you place among your priority programs on early childhood education. And it strikes me that this may very well be one of the most promising areas where we can effectively identify disadvantages and come up with some sound solution.

My only question is, how early, based on your own experience, do you think we can effectively intervene with some kind of a formalized program?

Dr. HOROWITZ. We are presently working in some programs with children as young as age 4. I believe—and this may shock you, sir—that for the poor, urban child who comes out of an extremely deprived environment, it wouldn't be exaggerating to say that age 2 would not be too early.

Dr. HESS. In fact, we are now working with welfare under OEO funds with day-care centers, where we are putting in educational components. So it is not just a babysitting operation. There is something to bring the child along to the point where he can take advantage of educational resources.

Mr. HANSEN. It doesn't shock me at all. I think, as a matter of fact, with programs that do not involve centers, but involve services to families, the age of 2 may be about 2 years later than we can effectively provide useful services.

Dr. HOROWITZ. We are pleased to hear you say that.

Mr. HANSEN. Thank you very much, Mr. Chairman.

Mr. DENT. Your question as to whether local effort is meeting its obligations was very pertinent, because it is often asked on the floor, and often asked of us on the committee.

It might interest you to know that our State budget in Pennsylvania is a little over $2 billion. What the Federal Government takes from the State of Pennsylvania is almost three times that amount. In other words, Federal taxation in the State of Pennsylvania takes about three times as much as we set aside for the entire State on a statewide level. And another 70 percent of that, above that statewide level, comes from local communities.

To show you that the resources of the State are diminishing rather than increasing is the fact that we have a statewide budget for relief purposes that is about 40 percent of the amount of money that we get on a statewide basis for the whole educational system.

So we don't have resources in our State, as is true in the State of the chairman.

Mr. Gaydos?

Mr. GAYDOS. I would like to comment on that subject and pursue it a little further.

We have heard criticism before this committee and in our district on many of these points.

I have a pet project that we in Pennsylvania are going to take our State as an example. That is, we in Pennsylvania should go back to the primary constitutional duty of educating our young, do away with our local school districts, as every other State would then do away with them, eliminate school districts and the real estate assessment as a basis for the funds, and place all responsibility on the Commonwealth. And I think we would be in a better position in justifying the additional request for Federal participation on a greater and more substantial level. And we wouldn't have the perplexing problems whether Kentucky, Florida, or Pennsylvania is putting forth its best effort.

I would like to have your comment. Does that seem a sound approach to the problem?

Dr. HESS. I don't believe that quality education can ever be achieved without the concerned involvement of local agencies. I do not believe in doing away with the school district system, whether it is a larger or a smaller system, as a solution as related to total State control.

I think that probably we need more muscle in Pennsylvania's situation, which is different from other States, in terms of compliance with certain things. But I still think that it has got to be done through some kind of local operation and local participation.

Now, if you are talking about total funding at the State level through a local agency, this is, of course another problem. But, again, you face the problem regardless of whether the money is coming from the State or whether we are partners with the Federal Government—you still face the problem of the variability of need, the large city that needs massive infusions in contrast to a child who is brought up in a home which prepares him for school. The costs may not be as great in that situation.

Mr. GAYDOS. How are we going to cope with the problem when the taxpayers revolt that you spoke of is here, and we are inundated by taxes of all sorts, hidden and otherwise—municipal, county, State, and what have you? Many of our direly needed bond issues have gone down the drain. We are fighting with teacher groups who have a perfect right to request fair salaries ridiculing them in the paper. All of these problems are going to get worse instead of better.

How can you justify the school district concept as we know it, knowing that these conditions exist?

I think, to go back to your suggestion, that the inner cities—such as Philadelphia, Erie, and possibly Scranton—the major populated areas of our Commonwealth—I would suggest that you could much better, more easily, and in line with more advanced thinking, attack that problem from a Commonwealth level, where you wouldn't have to have the individual thinking of taxpayers locally, those who don't understand education's problems and don't have the vaguest concept of what you are talking about when you speak about a "preschool training program." There are technical things in here that they don't understand in the first place. Yet, they are the same individuals who are called upon to make that effort, a comparable effort to raise money on a local level if you are going to participate at the Federal level.

Dr. HESS. You asked me a question, and my answer would be this, that I don't think this is going to change the number of dollars that are needed, regardless of the mechanics or the institutional arrangement for the provision of these educational services. I don't think, frankly, that—this might even cost more, because when you operate at a local level with the dedicated services of school board members and a certain amount of voluntary participation, you tend to get an infusion of quality and volunteers.

The kind of thing that Philadelphia is doing in these areas is an example of that. You wouldn't get that if it were done at the State level.

Mr. Gaydos. I want to point out emphatically that the main source of criticism, as pointed out by Congressman Hansen, has been over the years—and people who have been here for 10 or 20 years tell you the same thing—that they all hide behind the fact that the State does not contribute its fair share.

I am strongly suggesting to you that if it were a Commonwealth responsibility exclusively, then the argument that apparently has been a stumbling block for years to obtain adequate funding from the Federal level may be disposed of. And I am asking you as an educator, wouldn't you much rather be working with the people in Harrisburg rather than have to put up with the local problems of your school districts?

Dr. Horowitz. I would like to respond in a way that may not seem connected with the question of concern that you are expressing. But I merely want to state that in the city of Philadelphia there is a very strong trend toward community involvement and toward decentralization of the operation of even that one school district, let alone the entire State operation. We find more and more that community groups, lay people, if you will, are becoming more and more sophisticated and demanding and are requiring a greater degree of accountability and responsiveness from the schools than they ever did before.

Parental groups today, if the children are not learning how to read, are beating the principal over the head, or they are coming down to the school board or raising Harry with us on letting themselves, letting their feelings be known very directly.

My response to your question would be something like this. If there is anything that can give us greater financial support to do what is locally required, with built-in local options and with the ability to retain the kind of flexibility that we must apply even within one school district, I would say, "Yes, amen." But if you would create an overall structure that could not be as responsive as I believe we would have to be today, within communities, then it would be an error.

Mr. Gaydos. In the city of Philadelphia, hasn't a direly needed bond issue been refused?

Dr. Horowitz. No; it didn't refuse it. It couldn't sell its bonds.

Mr. Gaydos. I am thinking about 2 or 3 years ago, when Mr. Clark came up from Philadelphia and asked for money because they had lost a bond issue. I understand that subsequently the bond issue was defeated again.

Dr. Hess. No.

Dr. Horowitz. We lost a bond issue about a year ago. The one 9 years ago was passed, but we cannot sell the bonds at the present rate of interest. The State allows only a 7-percent ceiling, and there is no sale for bonds at a 7-percent ceiling.

Mr. Gaydos. They are about to change that, aren't they?

Dr. Horowitz. There is some movement in that direction. We are hopeful.

Mr. Dent. That means that every 11 years they are paying the debt over again. We will get in the same position as is the Federal Government, where we are paying $18 billion a year on debt service.

Mr. Gaydos. The Commonwealth can fund better than the local municipalities. Our problem is just as big when it is broken down into smaller pieces.

Dr. Horowitz. We have just recently had the experience of placing ourselves under the Pennsylvania State Public School Authority to get funding for some needed buildings in Philadelphia in our capital program. And they, too, have had the same experiences. They can't sell the bonds, either.

Mr. Gaydos. I want to leave you with this thought, and we may come back to it later at some time. But I know Mr. Dent and I want to work closely with our people from Pennsylvania. But the problem still remains, in Congress generally, and that is that it is always a critical problem as to whether or not each individual State is giving forth sufficient effort so far as funding in this area, and all the other areas where the Federal Government participates. And that problem is one we have to solve.

I would suggest, probably for your reconsideration in the future, that we do away with that argument by having each individual State handle its own educational problems in its State capitol. And I think it is a constitutional provision, if I am not mistaken, in the Commonwealth of Pennsylvania, at least——

Dr. Horowitz. It is.

Mr. Gaydos. And educate the children from the State level.

Dr. Hess. The State doesn't relinquish the power. It creates this creature to operate the school districts for it. When you consider the amount of money being spent on schools, it doesn't matter to the taxpayer whether it comes out of my pocket at the State level or the local level.

Mr. Gaydos. I think your observation does have merit. However, we are faced with a practical problem every day in our school districts.

You admitted, both of you—and I think your colleagues admit—that it is getting more and more difficult to explain to people locally that their real estate taxes based upon assessment must go up because of these needs.

I was thinking that a broad-based tax that could be imposed in any of the States would of necessity have to be imposed because the seat of educational obligation, without the subterfuge we spoke of in creating school districts—I think the responsibility would sell the approach to solving the critical financial problem, rather than going into districts where you have inequities.

It is a suggestion that possibly we would get more help from this level and solve your internal problem.

I have one more question I want to ask later.

Mr. Ford. You indicated it didn't make much difference whether the money came from your pocket as a State taxpayer or a local taxpayer. What percentage of the taxation for elementary and secondary schools is attributable to local tax resources where the people do have a referendum from time to time, and what percentage comes from State funds?

Dr. Hess. In Pennsylvania there is no referendum on the local level in terms of school taxes.

Mr. Ford. How do you borrow money to build new school buildings?

Dr. Hess. Through local municipal authorities.

Mr. Ford. Don't the people vote on those?

Dr. Hess. No, only if the school district itself does it and goes over the bond allowance, then they would go to the voters. But the Pennsylvania Muncipal Act avoids that.

Mr. Dent. I will explain one thing to Bill.

Our State was constitutionally strapped with a borrowing capacity for the entire State. Therefore, to get around these particular restrictions, in 1935, 1936, and 1937, when I was a member of the body, we introduced a new means of financing our school construction by creating a State building authority, a school building authority, and a local building authority if the schools so desired. This is not restricted in any way.

The school authority, as long as they can sell the bonds, can build any kind of school construction. However, because of that, we have built some beautiful architectural dreams in some places which turned out to be financial nightmares, because they let the architect run away with them and overbuilt in some communities.

Even though there is no restraint on the part of the taxpayer on the local school district, there is one on the school financing.

Dr. Hess. To answer your question, I would say that for this year, indicating the trend of last year, that approximately 42 to 43 percent of Pennsylvania's funds for schools—and this includes Philadelphia, which got some separate appropriations—that total that comes from State funds amounts to more than $1 billion. That is just basic education. I am not talking about higher education and its support in State-owned and State-related institutions.

Mr. Ford. What is the percentage breakdown between State and local support?

Dr. Hess. That is what I am getting to. About 42 percent is State. About 44 percent, maybe 43 percent local—no, about 47 percent is local.

Mr. Gaydos. It is close to 50 percent.

Dr. Hess. Yes. And the rest is Federal. Probably 43, 50 and 7 percent. That is approximately what it is now. The effort has been consistently—but it needs changes in legislation—to try to maintain approximately a 50-percent ratio between State and local in Pennsylvania. That has been so traditionally, over the past few decades of the effort. The State formula doesn't rise correspondingly. And then the State's share drops off a few percentage points.

Mr. Ford. Which way has it been going in recent years?

Dr. Hess. Act 96 was the most recent revision. And at that point it was about a 50/50 relationship. That base of 50/50 that is used has been maintained. It hasn't been increased, while the actual costs are well over 600 at this point in time. So naturally the State's contribution has dropped off.

Mr. Ford. Is your money used both for construction and operation?

Dr. Hess. Yes, sir. The subsidy in Pennsylvania is based on capital subsidy, their special subsidy for special education, special subsidy for transportation, and then the basic instructional subsidy. And then there are some other ones in vocational.

Mr. Gaydos. Which is very complicated.

Mr. Ford. You have a greater percentage, then, of the actual cost of operating the school? And more support is coming from the local taxpayer than in most of the States around you?

Dr. Hess. No, Pennsylvania is high on the list of supporting funds.

Mr. Ford. Not when you look at the States around you, where they don't get a penny from the State capital to build buildings.

Dr. Hess. I misunderstood you.

Mr. Ford. In most of the States around you, the State doesn't contribute anything toward local capital improvements. The school buildings are built with local taxes, local bond issues. The result is that the taxpayers' revolt, as such, is directly tied to the local facilities in a city like Detroit.

As I understand you, you get help from the State for buildings?

Dr. Hess. They build them with local bond issues or authority, but the State participates, based on equalization formulas.

Mr. Dent. We have a very serious situation in Pennsylvania because of our constitutional provisions on the parochial schools. In an area where you have a 45-percent parochial population, that school district gets a lot less in reimbursement than a school district that has fewer students in parochial schools.

Philadelphia is an example of a high parochial-school population.

Mr. Gaydos. I would like to respond to Mr. Ford's question. I want Mr. Ford to understand—and he is an attorney and does understand—that when a local school district in Pennsylvania constructs some educational facility, Mr. Ford, the local effort does pay off the bond obligations. It is the result of the facility, the bond debt is ultimately retired from a local effort. Whether or not that local effort is supplemented by State funds is another question.

Dr. Horowitz. I would like to state as an illustration that during this fiscal year the carrying charges and amortization on bonds for the capital program amounted to over $30 million, which comes off the top of the operating budget. Within 2 years, if the lights are green and we can continue with our capital building program, it will be approximately $50 million coming off the top of the operating budget.

Dr. Hess. You will get about half of that in terms of capital subsidy from the State of Pennsylvania.

Mr. Gaydos. I would like to ask you a conclusive question.

On page 14, there is a question of timely receipt of Federal funds, because of your projection and your budgetary problems. We have that same problem originating with our legislature in Harrisburg, do we not? We can't depend too often nor too regularly on their final appropriations being made available in our educational endeavors.

However, I would like to explain—and I checked this with our chairman, Mr. Perkins—that although we have a 5-year program, the appropriations are annual.

What are you talking about by "early?" What would you suggest to cure this deficiency?

Dr. Horowitz. We begin to draw up our budget about November for the succeeding fiscal year. We ought to be able, you know, to make sense out of this, to plan for the Federal allocation from Federal programing at the same time we do the operating budget. And we are often well into the fiscal year before we know specifically and exactly how much Federal allocation we will receive. So that really means flying by the seat of our pants, quite often, in planning for Federal programs.

Mr. Gaydos. I defer to my chairman for a response.

The Chairman. We have tried to correct this situation. And the Congress has been derelict in its responsibility for many years along this line.

For instance, we sent the Elementary and Secondary Education Act to the Senate on April 23, 1969, with the hope that the Senate would take action in the early days, so that we could go to conference by the middle of May. But instead of taking action, the Senate delayed until February of this year, and we did not get into conference until March of 1970.

But I am so thankful we did get a 3-year authorization, which will enable us to get the legislation, I think, off the ground, provided that the appropriations committees—and they are now in conference—appropriate kindly. And we have been preaching, preaching, preaching to this committee trying to get the appropriate authorities here in Washington to enact legislation timely, the appropriations timely, so that the school people would know how to plan effectively and better utilize the funds.

I am hopeful, if anything came out of the experience that we had in the Congress last year, there will be timely appropriations in the future, so that you educators may well know what you may expect and get the most benefits out of the dollar.

Now, I would like to ask both of you distinguished educators a question.

I have observed for the past 2 years, more particularly than ever before, that the local educational agencies, in many States, have been scraping the bottom of the barrel, as you have stated, from the standpoint of financing elementary and secondary education. And more funding has to come from the Federal Government. We have not been able to drive that point home in the Congress to the extent that we should have been able to. But it is very evident that more funding must come from the Federal Government for elementary and secondary education.

Now, are we channeling the funds in the right direction? That is, are we spending the money on elementary and secondary education under title I—is that the greatest priority, taking care of the disadvantaged before we make a jump and leap to general Federal aid, where we can spend funds on teachers' salaries and for school construction?

We are seeking guidance here. Should we spend 50 percent, as you stated earlier, more funds at the elementary and secondary levels for the disadvantaged before we take the jump to general aid? That is what I am trying to get opinions on. I would like you as educators to express your viewpoints on this.

Dr. **Hess**. Generally speaking, I believe that it is my judgment that we need a greater infusion of funds to take care of the massive problems of disadvantaged children.

This implies, and I believe, that the direction that the Federal Government has taken in terms of providing funds with categorical tags to them is a wise one, generally speaking. And until we do that job effectively in terms of putting the money in terms of national interests with categorical tags, I don't think we should be beginning to put the block grants on top of this. I think the time may come but even at the State level, we are beginning to recognize that we should have funds allocated which are allocated for a purpose and which can be spent on a project development for Philadelphia, for example, to expand things for children who are disadvantaged.

So my answer to you is, let's expand the funds for the disadvantaged before we go into the block grants.

Dr. HOROWITZ. In general, I would agree with my colleague. I would only add this, that the situation really may get completely out of our control and we may face the kind of crisis that will require action on both fronts, and require a double dip otherwise. The school systems, particularly in big cities, may not be able to operate at all, and that would include both the disadvantaged and those who are more fortunate.

I would agree that at the present time we are still able, you know, to hang on by our teeth and profit from ESEA funds for the disadvantaged. How long that can continue, I think, is a matter that no one would want to guess. We are coming closer and closer, in my view, my personal, private view to the crisis point where both kinds of assistance will be necessary, particularly in the large urban centers.

Dr. HESS. May I make another comment?

The answer probably will be different in different States, because as States vary in how they make allocations, the needs might vary. Pennsylvania, as I said a minute ago, is high on the list in the amount of money that it gives to the districts, which is block grants. Approximately 80 percent of the subsidy that goes to school districts has no strings attached in terms of how it may be spent in the general operating budget.

The CHAIRMAN. If at some point we can decide that the Congress should take the general Federal-aid approach, would you educators recommend for the disadvantaged that we still keep the lid on this categorical aid?

Dr. HOROWITZ. I would, sir, very much. I think that if general aid should come about, it is going to be highly essential that there be an increment built on top of that for the particular needs of the disadvantaged in categorical aid, because if not, there would be a tendency to dissipate those funds and have them just filter out and not really concentrate on really critical problems that we face in the big cities.

Mr. GAYDOS. Would the Chairman yield on that point?

The CHAIRMAN. Yes.

Mr. GAYDOS. Thank you.

Could I ask you whether or not the field of education has been plagued, particularly in the last 10 years, with the interfusion and interdependency of areas, social, medical, and other activities which in the past were considered independent?

For example an emotional child. The school district now needs more funds to hire a proper, well-educated individual, professional, to take care of the emotional problems of children, which they didn't do 20 years ago.

If we could backtrack just a little, at one time that was strictly the medical field, or the social field. Now you have them all joined together. Is that what you are trying to illustrate that you have in the categories, a lot of problems that you didn't have in the educational field which you now have thrust upon you, which may be better categorized in a field apart from education?

Dr. HOROWITZ. I think that might be an illustration. But I would add a few other considerations to your comment, sir.

Years ago, the problem of the emotionally disturbed child was a neglected problem. The fact that we recognize it now and identify it and try to make some provision, as minimal as it is, only indicates that we have made a little bit of progress. There is no other agency in the community that is either equipped to, or is able to, or has the resources to come to grips with a problem of this kind.

Yes, categorical aid for that purpose, we need that. And we do get that kind of categorical aid in the form of the special education reimbursements from the State of Pennsylvania. That is one part of the special education reimbursement. It is one piece of that 20 percent that Dr. Hess referred to that is categorical in nature and not just block grants.

Mr. GAYDOS. In the social field, a misbehaving child, where the social problem may have nothing to do with medicine, but may be from bad upbringing, or bad existing circumstances in the neighborhood—the point I am trying to make is that to justify your approach from the categorical standpoint, that would then justify us in telling the critics who suggest to us that the educational costs are skyrocketing out of all reason—that is what they tell us when they balk on providing and voting for substantial increases, that you can't justify these rising costs in education, that in other fields costs are not increasing by such leaps and bounds.

We are trying to find some reasoning, because you must reason with individuals where you intend to gather support.

Again going back to the problem we discussed earlier, as to the reluctance of our Federal legislators to provide 100-percent funding, all of that is because they use the excuse that the local effort isn't there. I am trying to defend the educational system as we know it.

Dr. HESS. We appreciate that observation, because I think I could state it succinctly by stating this observation.

In my lifetime, in the 35 years that I have spent in public education in Pennsylvania, we have seen education change from an objective which was to teach children things they did not know, to becoming a force which is to teach children to behave, how they do not behave. And that has included the whole business of curing by preventative education all of the social ills which face us, whether it is crime, illiteracy, drug abuse, or whatever it is, the point being that education is more than putting facts into children's heads. It is dealing with the whole behavioral mechanism.

Mr. GAYDOS. I was trying to say that. You say it so eloquently.

(At this point Mr. Perkins reassumed the chair.)

The CHAIRMAN. Do you have a further statement?

Dr. HOROWITZ. Only to say that handicapped children, brain-damaged children, and so forth, have increased in the last 10 years in the city of Philadelphia. The amount of aid that comes from the State in a categorical model for these purposes has also increased, but we are nowhere near meeting the needs of various kinds of handicapped children in our city.

For example, we have approximately 10,000 children to exhibit mental handicaps and therefore learning disability. We know that in our so-called regular classes we have at least 10 to 15,000 more children who could qualify for admission into the same classes that are categorized as classes for the mentally handicapped.

The CHAIRMAN. Let me ask you distinguished gentlemen if it would be possible for you to remain here until 2 p.m.?

Roman Pucinski, chairman of the general subcommittee on education, is conducting hearings, and I told him this morning that I felt you gentlemen, along with other educators who want to testify, would definitely fit into the plan that he has. He will chair the subcommittee in this room commencing at 2 o'clock, and if you could remain——

Dr. Horowitz. Mr. Chairman, I would be happy to do so. I will make a call and change my schedule for the afternoon back in Philadelphia.

The Chairman. I think you could be helpful in giving us guidance in connection with the administration's school desegregation plan.

I understand the administration is proposing to spend $150 million under the poverty provisions, and without going through the cities or the States, just going directly to the communities that they want to go to. And we want to get your thinking about that.

Dr. Horowitz. We will be very happy to do so.

Mr. Ford. Mr. Chairman, I would like to ask a couple of questions if we have the time.

The Chairman. Excuse me. You may take all the time you want, Mr. Ford, and Mr. Dellenback too.

Mr. Ford. Since these were characterized as oversight hearings, they are concerned, not only with the programs, but with the proposals that are being made for change.

I would like to go back to what we were discussing earlier when we asked the questions about the percentages of financial contributions. It would appear that if the educators maintain the momentum that they started to build up about a year and a half ago through the Emergency Committee for Full Funding with respect to the potential of the Federal Government as a real partner in supplying funds for elementary and secondary schools that this could lead to a meshing of the two groups of people who recognize the problems. One group says, "Send us more money so that we can do the things we have neglected for so long." This is the categorical approach which we have been taking, and this group says that "Without the categorical tag, more money will not help unless it is a sizable increase. The 7-percent Federal aid in Pennsylvania happens to be the average of what we contribute to elementary and secondary education across the country. That is probably about 4½ percent higher than what New York gets. Actually, the highly populated States in the North are not feeling a great impact on their State and local budgets from the sum total of all the programs we now have in effect.

The other group feels starved for dollars, they are being turned down by local taxpayers; the legislatures are backing off; Governors are afraid to increase income taxes or institute income taxes; and they feel they must look to the Federal Government.

If the momentum that the school people have started in the Congress is joined with a fiscal dividend from reduced expenditures in Indochina this committee is going to find that it will have to be ready very quickly to suggest how and in what directions we move with any new money that becomes available.

None of us is optimistic that there will suddenly be millions of dollars that the President and the Budget Bureau will be willing to commit to education, but there will be public pressure that is building up that might be utilized to make it politic for the President and the rest to support additional funds.

We have worked for several years to determine the kind of aid that we would like to see added on top of the categorical start. The great problem in doing this arises out of the unique characteristics of each of the 50 States and the varied structuring of their schools and educational financing methods.

It is extremely difficult to find a formula that will approach some sort of general aid and also apply itself with any kind of equity across the board.

Contrasting a State like New Jersey or Wisconsin, where some 70 to 80—I think in some instances 90 percent of the total cost comes from local taxation, and very little from the States, it is difficult to see how you get general assistance. If you go to construction where only State money is used, or only local money is used, which treasury are you going to relieve, and where would you be most likely to get the support?

I would hope, because your State does seem to be in the center of the different systems, that we might find some patterns in Pennsylvania that will help us work this out. If we could work it out for Pennsylvania, it strikes me that by moving in either direction we could take in large numbers of other State structures. This is because you are close to what one might call the typical middle of the structure situation.

If we were able to double our aid, and if we were talking in terms of 14 percent, and then 25 percent, which most people on both sides of the aisle believe is a reasonable goal for Federal contributions, would you feel we would be prepared to move to some kind of general aid before reaching that figure? Where do you think you would be able to start cutting off the categorical approach and respond to this cry for block grants and general aid? How big a contribution would we have to be making, in other words, to the total pot in Pennsylvania before you could rely on that percentage having a real impact on changing the quality of education in your State?

Dr. Hess. I don't know that I can give you a figure. I would think it would need to be somewhat more than the present 6 percent. This doesn't mean that I don't believe that there is a desirability to have some block grant from the Federal Government. I think perhaps it should be in the neighborhood of 10 percent before you begin to reach that point.

May I say just one other thing in this connection, too, that I don't believe it is outside the realm of possibility today with the sophisticated information that we are now capable of getting with our management systems, to find out some measure of the State's ability to pay in terms of income, or income based on weighted average daily membership, or something of that sort, to be able to determine local effort as opposed to the needs from outside sources.

Mr. Ford. The political problem that we face, and we faced it in the fall of 1968, is that when one talks about block grants, one must be careful to explain exactly what he means. It may sound to the ordinary taxpayer as if you are suggesting that the Federal Government is going to do something to reduce his local tax burden and taxation at the local level where one is most conscious of the effect of his pocketbook, or at least he becomes conscious of it most frequently.

A lot of people have talked about grants. And I have not yet found anyone who has a plan that any three members on this committee would agree would work.

Dr. HESS. Another solution in the same direction is tax credit.

Mr. FORD. That also is being considered, but with the economy moving the way it is now, it presents some overriding problems.

The chairman mentioned some other legislation that is pending before this committee. The proposal of the administration is to spend, on an emergency basis \$1½ billion for "desegregation" activities in schools.

As some of us read that bill, it very clearly would put the bulk of the money into the States that had had *de jure* segregation. Then in the future it would give double counting advantages to school districts forced into desegregation activities through action of the Federal Government, through the enforcement provisions of title VI, or by Federal court order.

What I am saying in effect is that out of the first \$150 million, the administration seems to indicate that there would be no intent to spend it in States like Pennsylvania. Presumably out of the \$1½ billion that would follow, although the formula would not put very much money into Pennsylvania, unless you had some places that were forced by Federal court orders into desegregation activity, one-third of the funds would be left to the Secretary of HEW to distribute on projects that he believed likely to produce desegregation.

Now, to what extent could you identify in Pennsylvania an added burden on the school in trying to meet the problems of desegregating schools? Is there presently being experienced by your schools a financial impact as a result of any effort, voluntary, or otherwise, to meet this problem?

Dr. HESS. Yes; there is. As a result of the Pennsylvania Supreme Court decision of 1967, which found that de facto desegregation was also illegal under the Human Relations Act of Pennsylvania, which set up a commission to see that all schools that were segregated were cited and had to do something. We have estimated the costs by busing, by instituting feeding centers, by doing compensatory educational programs, in order to carry along from centers where these children were to other centers, that we would need—and this was last year—that we would need in the neighborhood of \$12 million to \$15 million to take care of just 17 school districts that have been cited and another 14 that are on the list.

Theoretically we haven't had any laws in Pennsylvania that have brought about segregated schools. The fact is that they have to get rid of certain kinds of segregation, and they have been cited by the Federal Government, from the U.S. Office of Education.

Dr. HOROWITZ. I would like to respond for Philadelphia in the same correction. We have a plan which we submitted to the State human relations commission to offset the effects of de facto segregation. We do not have the funds to implement that plan, and if anything should eventuate from the moneys that you are referring to, we would very much be ready to implement and go ahead, because we have thought through it carefully, and we have ideas that are in writing and have been presented to the State that we would like to see get into the action phase.

Mr. Ford. What would be your reaction to the reallocation of funds? We are told by the administration that the $1.5 billion would not change the overall budget for health, education and welfare. Therefore, this money is going to come from some other program. Some of us have a feeling that there are only two categories of education aid at the elementary and secondary level where you can possibly get any substantial money. One is title I and the other is the impact aid program.

What would be the impact on a city like Philadelphia if we were to cut your categorical aid in half and then give you back the money in some fashion and say, "Use this for desegregation"?

Dr. Horowitz. It would be a disaster, and if you want to get communities to a point of near riot, this is a sure way of doing it.

Mr. Ford. Did you receive impact aid in Philadelphia since 1967?

Dr. Horowitz. Yes sir; we do.

Mr. Ford. What does this amount to?

Dr. Horowitz. Right now, this amounts to about $3 million.

Mr. Ford. Have you seen the formula proposed in the legislation before Mr. Pucinski's committee to count the category B children at 40 or 50 percent?

Dr. Horowitz. Are you referring to those who live in public housing developments?

Mr. Ford. No; that is a different proposition.

This reference in the bill is to a child whose parents are not in the military, but whose parents are employed on a Federal installation as defined by that statute.

Dr. Horowitz. We would lose about a million dollars, if that were passed.

Mr. Ford. That is in the face of, you say, a $12 million——

Dr. Horowitz. A $20 million deficit we are facing for next year, and the more than likely prospect that we may not be able to open our schools in September of 1970.

Mr. Ford. I hope if you get a chance this afternoon you will mention that also to Mr. Pucinski. I won't be able to come back to the committee, but the two pieces of legislation are pending here, and we are very much interested in having people like those on this panel take a good look at them and tell us what they think they might be expected to do.

Dr. Horowitz. Thank you very much. We will be glad to be here this afternoon.

Mr. Ford. Thank you, Mr. Chairman.

The Chairman. We thank you distinguished educators for your appearance here. You have been helpful to the committee, and I think the day will arrive in the foreseeable future that we are going to get much better funding from the Federal Government, because of educators like yourselves making the Congress conscious of the great need throughout America.

If you would, please stand aside and be subject to call at 2 o'clock in this room.

Dr. Horowitz. Thank you.

The Chairman. Our next witness is the deputy commissioner of education from Texas and the assistant commissioner.

STATEMENTS OF DR. MARLIN BROCKETTE, DEPUTY COMMISSIONER OF EDUCATION, TEXAS EDUCATION AGENCY, AND DR. LEON GRAHAM, ASSISTANT COMMISSIONER FOR ADMINISTRATION, TEXAS EDUCATION AGENCY

The **Chairman.** We have with us Dr. Marlin Brockette, deputy commissioner of education, also Dr. Leon Graham, assistant commissioner for administration.

Is Dr. Clyde Maples here?

Dr. **Brockette.** I have not seen Dr. Maples, sir.

The **Chairman.** Mrs. Dargans, would you check and see if Dr. Maples is here?

We are going to hear you, Dr. Brockette, and we are delighted to welcome you two distinguished educators here.

I notice you have a prepared statement. You may proceed in any manner that you wish. Without objection your prepared statement will be inserted in the record. Go ahead.

(Dr. Brockette's prepared statement follows:)

PREPARED STATEMENT OF DR. MARLIN BROCKETTE, DEPUTY COMMISSIONER OF EDUCATION, TEXAS EDUCATION AGENCY

INTRODUCTION

Enactment of the Elementary and Secondary Education Act of 1965 and its subsequent amendments has had a profound impact on education in Texas. Federal funds, combined with local and state funds, have provided school districts with improved instructional activities in areas such as physical education, reading, language arts, music, art, crafts, bilingual education, etc.; improved services, in the areas of health, nutrition, attendance, and guidance; more personnel, materials, and equipment; innovative and exemplary projects; increased use of school aides; preschool programs; and staff development opportunities.

Federal funds have also contributed to the improvement of the State Education Agency and to the creation and implementation of twenty regional service centers. Special target populations such as migrant children have been provided additional services. Children who are handicapped have been given individualized instruction, and bilingual youngsters are being taught in both English and Spanish.

Recognition of the special needs of target groups served by federal legislation has also contributed to the passage of recent state laws which will extend existing programs and have significant long-range effects on education. New state legislation relating to education for the handicapped and to the provision of kindergarten programs for children who are disadvantaged are expressions of growing concern for pupils in these target groups. The provisions of state funds for regional data processing purposes reinforces the concept of regionalization of services.

The following materials contain brief descriptions of the operation, the major emphases, and the evaluative techniques of programs supported under each title of the Elementary and Secondary Education Act and of Titles III and VA of the National Defense Education Act.

ESEA TITLE I

Operations

Title I of the Elementary and Secondary Education Act of 1965 was implemented in the State of Texas during the fall of 1965. The program was and continues to be a state administered program with each local education agency (LEA) submitting an application to the state education agency (SEA) each year. The LEA's application is reviewed for program quality and compliance with Title I guidelines before approval is granted. The LEA must report to the SEA quarterly on the use of funds thereby affording the SEA control of expenditures.

On July 1, 1968, the ESEA, Title I program became a part of the Consolidated Application for Federal Assistance (CAFA). The CAFA permitted LEAs to submit one application for several federally funded programs including Vocational Education; ESEA Title I and II; NDEA Titles III and V; ESEA Title I Migrant and Adult Basic Education. By combining these programs into one application and having one approving authority, more efficient use of federal funds was attained while duplication and overlapping among the aforementioned programs was greatly reduced.

In order to insure compliance at the local level, monitoring teams are sent into the field to monitor the Title I program as well as the other programs in the CAFA. Monitoring teams audit the program and offer professional guidance in improving weak activities and redirecting activities which are not consistent with guidelines.

Emphases

The major thrust of the Title I program is to provide services and activities which are not being met through the regular school program. During the first year of operation large sums of monies were expended for equipping the LEAs with the latest types of equipment and materials conducive to upgrading the educationally deprived child. In subsequent years greater emphasis was placed in obtaining teachers and other specialists in the fields of remedial education.

The most current emphasis in the Title I program is an attempt to concentrate on a smaller number of pupils in order to provide them with a more concentrated program. Efforts are also being increased to comply with the comparability requirement set forth in Program Guide 44 which will insure an even greater concentration of services to the educationally disadvantaged child.

Evaluation

Evaluation of Title I projects is first and foremost a local district responsibility. Evaluation is seen primarily as a tool for improvement and refinement of projects at the local level. The SEA assists local districts in every way possible to plan and carry out evaluation. If properly utilized, evaluation can be a significant instrument in redirecting program activities to areas indicating weakness. The SEA continually stresses this philosophy to the LEAs.

During the 1968–69 school year the following approximate totals were reported for public school youngsters:

152,515 students received attendance services
22,274 received clothing
8,230 received breakfast
87,860 received lunches
217,797 received dental screening
387,510 received medical screening
43,753 received services from psychologists
54,755 received services from social workers
254,812 received guidance and counseling services
More than 180,000 homes of disadvantaged children were visited by employees of Texas school districts
Approximately 15,000 parents of disadvantaged children, along with 3,800 other adults and 5,500 youths, volunteered to assist in one or more program components for the disadvantaged

Evaluation techniques include: Conducting Regional Conferences and workshops on evaluation; providing technical assistance to local education agencies; disseminating evaluative findings; developing evaluation models applicable to local school district situations; conducting on-site evaluations and visits; collecting essential information for use in local and state management, and for reporting purposes.

In summation, there are certain aspects of the program which are measurable. There are more personnel, more special services, and more instructional activities available to the participants than in the pre-Title I era. These are visible services and activities which have been documented. Changes in educational performance are more difficult to evaluate as these gains (many attitudinal) may not be directly measurable with instruments in current use. Students who are two or more grade levels below normal expectation (as measured by standardized tests) are not likely to show normal growth in a one-year period. However, small gains by these students may be reflecting tremendous improvement. When the local program evaluators, those most likely to know, were asked to relate the effectiveness of their programs in terms of time, manpower, material, and money, more than 85 percent said it was "very worthwhile."

STATISTICAL DATA—ESEA, TITLE I

	State entitlement	Expended and encumbered	Number of children allocated	Number of children participating	Number of districts participating
Fiscal year 1966:					
Low income	$77, 638, 778	$65, 407, 333	398, 224	415, 011	1, 133
Handicapped	465, 160	306, 303	2, 385		9
Administration	781, 039	547, 294			
Total	78, 284, 977	66, 260, 930	400, 609	415, 011	1, 142
Fiscal year 1967:					
Low income	65, 260, 201	62, 511, 201	403, 262	421, 211	1, 155
Handicapped	453, 435	429, 501	2, 802		9
Nel. & Del	128, 726	95, 993	2, 700		6
Administration	682, 045	570, 869			
Total	66, 524, 407	63, 607, 564	408, 764	421, 211	1, 170
Fiscal year 1968:					
Low income	65, 260, 201	63, 735, 847	403, 981	438, 704	1, 156
Handicapped	848, 750	778, 123	3, 324		13
Nel. & Del	579, 874	520, 281	2, 816		7
Administration	771, 220	620, 689			
Total	67, 460, 045	65, 654, 949	410, 121	438, 704	1, 176
Fiscal year 1969:					
Low income	60, 039, 385	58, 944, 979	404, 362	404, 362	1, 107
Handicapped	915, 412	869, 962	3, 297		15
Neg. & Del	847, 110	637, 117	3, 051		7
Administration	734, 549	733, 914			
Total	62, 536, 456	61, 185, 972	410, 710	404, 362	1, 129
Fiscal year 1970:[1]					
Low income	60, 039, 385	34, 523, 511	404, 390	(2)	1, 087
Handicapped	1, 104, 608	472, 219	3, 607		14
Neg. & Del	856, 247	391, 465	2, 796		7
Administration	748, 531	553, 187			
Total	62, 748, 771	35, 940, 382	410, 793	(2)	1, 108

[1] Fiscal year 1970 data are as of March 31, 1970.

[2] Not available.

ESEA TITLE I MIGRANT

Operations

ESEA Title I Migrant funds are granted to the Texas Education Agency for the operation of programs for children of migrant agricultural workers. These funds are provided through the U.S. Office of Education on an application-approval basis. The program was originally federally funded in 1966 through Office of Economic Opportunity, and on January 1, 1967, came under ESEA Title I. The program growth since its inception is shown below:

Year	Funds	School districts	Participants	Preschool units
1966-67	2.8 million (OEO)	40	20,000	0
	1.7 million (ESEA)			
1967-68	10.4	45	25.000	40
1968-69	11.5	65	35,000	178
1969-70	12.6	71	45,000	20
1970-71	(Projected)	80	50,000	20

Texas Education Agency develops and provides for the operation of various program components which are:

Direct assistance to local education agencies—local education agencies identified as having high concentrations of migrant children provide programs in grades K-12 that consist of both academic and ancillary elements. These programs are developed within guidelines and policies of the U.S. Office of Education and the Texas Education Agency and are funded through the Consolidated Application for State and Federal Assistance.

Staff and Program Development—The state education agency employs personnel with expertise in migrant education to conduct staff and program development activities with local education agencies, education service centers, and associated institutions. These personnel are also responsible for program monitoring, guideline development, and the transfer of pupil records.

Regional Education Service Centers—Personnel with expertise in migrant education are placed in education service centers to provide technical assistance to those school districts participating in the Texas Child Migrant Program.

Texas Migrant Education Development Center—The state education agency contracts with the Southwest Education Development Laboratory for the development of curriculum materials to be used with migrant children.

Summer Staff Development Institutes—The state education agency assists various universities and education service centers in developing, coordinating, and funding summer staff development institutes for teachers, teacher aides, and administrators who work with migrant children.

Interstate Cooperation Project—The state education agency-operated project provides for 24 teachers to travel to the major migrant stream states during the summer to provide technical assistance to personnel who are operating programs for migrant children. The National Record Transfer System, which is the exchange of pertinent pupil information between the states, is another state education agency operated element.

Emphases

The present emphases of the Texas Child Migrant Program are:

The development of migrant children's facility with the English language and the development of concepts through supplementary educational programs.

The improvement of educational performance by providing needed ancillary services.

The development of early childhood education programs.

The development of staff competencies in working with migrant children.

The development of curriculum materials appropriate for migrant children.

Recent shifts in emphasis have been influenced by the increased funding levels and developments in methodologies and material that can be used with children whose primary language is Spanish. The Texas Child Migrant Program has initiated programs for preschool migrant children, partcipated in the development of appropriate curriculum materials, and provided both academic and prevocational programs for migrant children at the secondary level.

Evaluation

Evaluative data is gathered by various methods and is used at both local and state levels to provide a basis for decision making concerning the programs. Evaluation procedures are:

Program monitoring—The state education agency staff visits local education agencies to review program operations and gather pertinent program data. The staff assures that local education agencies comply with the guidelines and policies and makes recommendations concerning program strengths and weaknesses.

Local education agency evaluation—Each local education agency participating in the Texas Child Migrant Program submits a written evaluation to the state education agency at the end of each project year to become part of the State evaluation that is submitted to the U.S. Office of Education.

Contracted evaluation—The Texas Education Agency contracts with Southwest Education Development Laboratory to evaluate the Texas Child Migrant Program and recommend alternatives to identified program weaknesses.

Evaluation has shown that all children in the Texas Child Migrant Program receive instructional programs that are supplemental to regular school offerings. Food, health, clothing, and other ancillary services are extensively provided on the basis of need. Pre and post test results show that migrant children are making gains in both math and reading.

ESEA TITLE II

Operations

The local education agencies requested funding under the Elementary and Secondary Education Act, Title II through utilization of the Consolidated Application for State and Federal Assistance during fiscal years 1969 to 1970. Local education agency officials were encouraged to perform a self-evaluation to determine the degree to which they were meeting state standards set forth in the *School Library Program and Instructional Resources*, Bulletin 659, and initiate a plan for the accomplishment of these standards. ESEA II funds facilitated the implementation of these plans. Participation under the ESEA Title II program since fiscal year 1966 has been:

Fiscal year ending	Number of campuses participating	Total State grant award	Funds available for acquisition of library resource materials	State grant award (administration)
June 30, 1966	5, 104	$5, 345, 745	$5, 078, 458	$267, 287
June 30, 1967	4, 575	5, 460, 665	5, 187, 632	273, 033
June 30, 1968	4, 597	5, 322, 514	5, 056, 389	266, 125
June 30, 1969	[1] 965	2, 723, 308	2, 587, 143	136, 165
June 30, 1970	[1] 774	2, 328, 984	2, 212, 535	116, 449

[1] Reporting requirements under consolidated application for State and Federal assistance changed; therefore, the number of local educational agencies participating is reported for fiscal years 1969 and 1970.

Emphases

The emphasis in the program has been the acquisition of both book and non-book materials supporting each school's specific curriculum, interests of the student body, and progessional needs of the staff. The Texas State Plan requirement that a minimum of 70 percent of the materials acquired be cataloged, organized, and circulated from a central collection—as contrasted with classroom collections—has resulted in a multiplicity of uses for all materials. Texas Education Agency staff have assisted local education agencies in acquiring library collections of more and varied instructional materials with a greater degree of relevance between the instructional objectives and the materials used in public and private schools.

The area of greatest improvement attributable to the ESEA Title II program is the acquisition of book and non-book materials to enlarge library holdings. In addition, the availability of new library resource materials caused schools to increase professional staff—from 1708 in 1966 to 2354 in 1969—and the number of library/media supervisors from fewer than ten in 1965 to approximately forty in the 1969–70 school year.

The recently initiated plan for a unified application for Federal funds has placed emphasis on the acquisition of materials and services concentrated in the areas of greatest need. In relation to this concentration, each district has reviewed its total school program and determined the direction of major efforts. A difference in district plans corresponding to the difference in district needs has resulted as each local education agency designed a program directed toward identified priority areas. Through approval of ESEA Title II applications, Agency personnel are able to recommend areas needing concentration of resources to achieve balanced collections.

Evaluation

In all workshops, in-service sessions, or consultative visits, emphasis is given to the acquisition of materials appropriate for the particular school body served. In addition, attention is focused on the school's materials collection by monitoring teams and accreditation teams as they work with the local district toward improving the educational program.

ESEA TITLE III

Operations

Title III of the Elementary and Secondary Education Act of 1965 is designed to foster the development, demonstration, and replication of innovative and exemplary educational programs. Since the program began, 108 projects have been approved under this program. Funds allocated for Title III ESEA projects in Texas have been as follows:

1966	$3, 720, 782
1967	7, 002, 968
1968	9, 893, 210
1969	8, 478, 187
1970	5, 817, 974
Total	34, 913, 121

Emphases

A major emphasis from the beginning has been the development of twenty regional education service centers funded by a combination of federal, state, and local funds. These service centers provide assistance to local education agencies in areas where the services can best be provided cooperatively. Major activities of the regional education service centers include media services, data processing services, staff development activities, pupil appraisal services, special education services, and bilingual education programs.

In addition to the twenty regional education service centers, Title III has sponsored projects through local education agencies in such areas as bilingual education, pupil appraisal, reading techniques, demonstration centers for teachers of children with learning disorders, central cities projects for disadvantaged children, physical education classes for special groups, computer math classes, fine arts centers, instructional television programs, and a variety of curriculum centers. At least 15% of the Title III funds are designated each year for programs for the handicapped. Guidance and counseling activities, formerly funded under Title V–A NDEA, were fiscally consolidated and will begin operating with Title III ESEA beginning in fiscal 1971.

Evaluation

These projects have been evaluated annually by three groups.

The project staff completes a self-evaluation based on a check list devised by the staff of the Texas Education Agency.

An on-site evaluation team from the Texas Education Agency completes an evaluation based on the same check list.

An independent group of experts in each project's area of operation evaluates the project using their own methods.

In addition to the above, the twenty regional education service centers have recently completed a comprehensive evaluation by teams consisting of representatives from higher education, public school administrators, public school teachers, Texas Education Agency division directors, and members of the State Title III Advisory Council.

ESEA TITLE V

Operations

ESEA–V (Section 503) resources have been used primarily to strengthen the leadership function of the State Department of Education in Texas. Prior to FY 71, the 10 percent for local schools was used to strengthen regional education services in Texas.

Fiscal year ending:	*State grant*
June 30, 1966	$639, 131
June 30, 1967	890, 024
June 30, 1968	1, 175, 595
June 30, 1969	1, 214, 477
June 30, 1970	1, 216, 664

(Special funds under Section 505 have been administered by this state for the development of interstate projects to improve planning and evaluation functions at the state level.) The majority of Title V funds are used for salaries to provide manpower resources in the areas of general administration; program planning, development, and evaluation; services for the improvement of instruction; accreditation, and staff development.

Emphases

The emphasis for utilization of these funds has been to enhance the leadership and service functions of the Texas Education Agency. Specifically, these funds are used to alleviate critical educational needs through the conduct of such activities as:

Staff development;
The design and installation of a management information system;
International and bilingual education;
Data processing;
Curriculum development;
School accreditation;
Teacher education and certification;
Instructional media;
Special education; and
Planning.

Evaluation

A system has been initiated by which division directors maintain a record of projects beginning with fiscal year 1967; from these records, a continuing analysis has been made to obtain an evaluation of the activities. Continuous monitoring of the use of Title V funds has been accomplished by self-evaluation through study groups and the planning machinery, employment of outside consultants, and written evaluation forms. The use of these evaluation techniques has varied to correspond with the specific objective being evaluated. For example, written questionnaires and interview techniques have been used extensively for specific projects and activities which involved other states or persons external to the Texas Education Agency. The annual operating budget for this Agency provides for each division to report its evaluation findings for the previous year and the techniques which will be used to evaluate its activities for the coming year.

ESEA TITLE VI–A

Operations

ESEA Title VI–A funds are used for the purpose of initiating, expanding and improving special education programs for the handicapped and are under the direct administrative supervision of the Division of Special Education. Funds are allocated through the state's 20 Regional Education Service Centers on a project basis. Some projects are operated by the Division of Special Education on a statewide basis.

Year	Funds	Projects	pupils served
1967	$122,201	(1)	
1968	739,950	27	749
1969	1,598,917	29	4,979
1970	1,598,917	34	[2] 6,000

[1] State planning.

[2] Projected.

Emphases

The emphasis of the ESEA Title VI–A program in Texas has been to fund projects that provided direct services to handicapped pupils in new and innovative ways. As a result of this approach the approximate $4 million in ESEA Title VI–A funds expended in Texas since FY 1967 has resulted in a total new philosophy and plan for meeting the needs of the handicapped in the state. The new philosophy and plan has influenced new state legislation that will add approximately $10 million in state funds for FY 1971 for new programs and services for the handicapped.

The emphasis of ESEA Title VI–A funds for FY 1971 will be to provide basic support to the 20 Regional Education Service Centers to help in the implementation of the new State Plan for Special Education. This basic support will provide for comprehensive pupil appraisal, special education instructional materials centers and special education consultative services to all 1,227 independent school districts in the state.

Evaluation

Applications for ESEA Title VI–A projects emphasize written specific objectives which include evaluative criteria. Final project reports must address themselves to the original stated objectives. Intensive training has been provided project directors in evaluation techniques utilizing the specific objective approach.

A minimum of two monitoring visits for each project is conducted by Agency staff members each year.

ESEA TITLE VII

Operations

Title VII ESEA known as the Bilingual Education Act is characterized by discretionary funding by the U.S. Commissioner of Education, and the requirement of a preliminary proposal. It is in its second year of funding. In the first year 51 local education agencies applied for the funds. Twenty were asked to submit final proposals; 19 were funded.

Year	Funds	School districts	Participants	Preschool units
1969–70	$1.9 million	19	10,003	12
1970–71	(projected)	32	20,000	17

Personnel of the Texas Education Agency participated in the review and ranking of the projects. Final decision was made by the U.S. Office of Education.

This year 27 local education agencies submitted preliminary proposals. Thirteen have been asked to submit final proposals and three additional special projects will be developed in the state—one a reading-in-Spanish program involving four of the project schools, a television project, and a national curriculum development center. Total funding for all projects should amount to approximately $5,000,000.

Emphases

Empasis on the projects is placed on the bilingualization of Spanish speakers as well as English speakers. The majority of the students are from economically disadvantaged homes. The programs stress the use of the two languages in instruction and are not limited to teaching English as a second language.

Evaluation

Each project is required to have a full-time internal evaluator, and an independent accomplishment auditor who visits the projects periodically. All of the projects are supervised and also evaluated by the members of the Office of Bilingual Education.

ESEA TITLE VIII

Operations

Under the U.S. Office of Education Title VIII ESEA grant, the local school districts in Texarkana are contracting with a private corporation to remove educational deficiencies of 300 potential dropouts on a guaranteed performance basis—the firm will be reimbursed on how efficiently the child learns.

Year	Funds	School districts	Participants
1969–70	$250,000	2	300
1970–71	270,000	2	[1] 500

[1] Projected.

Emphases

The project includes the use of performance contracting with a private firm to provide academic instruction for its students; utilization of a management support group for program development, planning and project management; use of an internal evaluation team to develop the evaluation design; and the use of an independent educational auditor to provide an external evaluation.

Evaluation

Preliminary evaluation reports indicate the following changes can be attributed to the project:

The dropout rate has been decreased by 3.5% in the Texas schools and 4.8% in the Arkansas school districts.

Vandalism in the target schools has decreased.

A post test was conducted in March after 120 hours of instruction in math and reading. The 30 students' test scores indicated the students had averaged a 2.2 grade level increase in reading and 1.4 in math.

NDEA TITLE III

Operations

The local education agencies requested funding under National Defense Education Act, Title III through the utilization of the Consolidated Application for State and Federal Assistance during fiscal years 1969 and 1970. Project applications submitted to the Texas Education Agency by the local education agency are reviewed to insure compliance with guidelines as well as the quality of the program. Participation under the National Defense Education Act, Title III program since fiscal year 1966 has been:

Fiscal year ending	Number of districts participating	State grant award (acquisition of materials and equipment)	State grant award (administration)
June 30, 1966	752	$5, 467, 865	$487, 423
June 30, 1967	640	5, 274, 748	487, 072
June 30, 1968	921	5, 043, 834	109, 811
June 30, 1969	841	5, 054, 102	106, 791
June 30, 1970	686	2, 326, 392	107, 263

The federal funds reported on this schedule were matched on a 50–50 basis with local funds.

Emphases

The overall emphasis is to improve the quality of education in the critical subject areas in Texas through reorienting the teaching of these subjects toward the use of laboratory experiences and small group investigative activities.

Utilization of equipment and instructional materials made available by these federal and state funds has enabled the local education agencies to reorient the science, modern foreign language, and other critical subject areas more toward laboratory investigative activities and individualization of instruction.

Consultative visits by Texas Education Agency staff provide leadership in the planning of facilities and for the sequential equipment acquisition under NDEA III as well as local funding sources.

The Texas Education Agency has supported the development and publication of curricular materials, resource guides and enrichment audiovisual materials in the critical subject areas.

Texas Education Agency staff members conduct reorientation in-service workshops in cooperation with the Regional Education Service Centers and/or local education agencies to utilize equipment, newly developed curricular materials and resource guides through appropriate methodology and effective teaching techniques.

Texas Education Agency staff members perform on-site monitoring to insure that NDEA III funds are expended for eligible items under the program regulations in the improvement of the level of instruction.

Shift in program emphasis has been from substantial improvement in selected subject areas to that of comprehensive program planning for the sequential development to raise the level of instruction in all the critical areas.

Evaluation

Evaluation techniques include:

On-site consultative visits (monitoring and consultative).

Pilot models for comprehensive planning.

Communication with supervisors, classroom teachers, and Regional Education Service Center personnel in critical subject areas.

State and regional accreditation visits.

Self-evaluation by local education agency officials.

Evaluation of project proposals for state and federal funding.

Surveys of applicable supervisory staff (i.e., Texas Science Supervisory Association).

Educational Management Information Center reports prepared from information submitted by local education agencies.

NDEA TITLE V–A

Operations

NDEA Title V–A funds for Guidance, Counseling and Testing are under the administrative supervision of the Division of Guidance Services.

Fiscal year	Federal funds	Matching State and local funds
1966	$1,371,519	$5,585,654
1967	1,372,705	6,256,000
1968	1,378,231	10,257,909
1969	953,811	6,522,132
1970	812,440	(1)

[1] Not available.

Emphases

The emphasis of the NDEA Title V–A program in Texas has been to provide supervision, leadership, and financial support for local education agency Guidance, Counseling and Testing programs. This emphasis has been accomplished by:

Funding counselor units in local education agencies.

Providing consultative assistance to colleges who prepare counselors and to local education agencies in counselor utilization.

Conducting statewide and regional in-service programs to facilitate staff development of college and local education agency personnel.

Developing publications to assist local education agencies in initiating, developing, improving, and evaluating guidance programs and disseminating research and special project findings.

Cooperating with and participating in the activities of natonal, state and regional counselor groups to encourage the development of school guidance programs at all levels.

Sponsoring pilot and special guidance projects to develop and demonstrate effective guidance activities.

Conducting statewide and regional research studies to ascertain guidance program development.

Administering state testing program.

A shift of emphasis is indicated for fiscal 1971 by the combination of NDEA Title V–A and ESEA Title III. This combination is designated as Title III ESEA "Supplementary Educational Centers, and Services; Guidance, Counseling, and Testing."

Evaluation

The evaluation design to ascertain outcomes of the Texas Guidance, Counseling, and Testing Program includes: onsite reviews of guidance programs to determine if program operations are in accord with proposals or objectives; evaluation reports on regional and statewide workshops; survey of first year counselors to determine effectiveness of division activities specifically directed toward this group; sampling survey on the utilization and appropriateness of division publications and materials; feedback from professional education associations and education service centers concerning the effectiveness of cooperative activities; statistical reports to determine change in the number of districts employing counselors, counselors serving under the Special Assignment Permit, first year counselors, availability of clerical assistance, and assignment of counselor functions; and analysis of statewide and regional research to appraise the effectiveness of guidance services.

AREAS OF CONCERN

Based on past experience and on a continuing concern for improvement, we would like to recommend the following in the administration of Elementary and Secondary Education Act programs:

1. The development of a procedure which will prevent late funding of education legislation is critically needed. When appropriations are delayed, neither school districts nor state departments of education can develop comprehensive plans and the uncertainty of funding makes it nearly impossible to employ staff members and to develop long-range program and fiscal plans. While the recent provision for expending funds from fiscal 1970 during fiscal 1971 should be beneficial to local school districts, it still does not solve all of the problems associated with late funding.

2. Application procedures for both the local school district and the state department of education need to be simplified and consolidated. When each separate Title requires a different kind of application and a different schedule of submission, tremendous administrative paper work accumulates at each level.

In 1967, Texas, with encouragement and guidance from the U.S. Office of Education, moved to strengthen education in the state by developing a composite application for assistance under a limited number of Federal statutes. Under this procedure the district is asked to consolidate the separate plans for using these funds into the broad educational design of the district. This effort has served as a small step toward the consolidation of application requirements.

3. It is also recommended that the U.S. Office of Education continue its efforts to develop and implement a comprehensive system of evaluation such as the one currently being developed by the joint U.S. Office of Education/State Task Force on Evaluation (Belmont). There is a critical need for a comprehensive statistical and evaluation reporting system. As long as each funding source requires its own system of reporting, we will continue to be faced with an excessive number of response items to be completed. Realistically it is highly unlikely that the multiplicity of items reported contribute significantly to better, more readable reports at either the state or national level. It would be better to simplify the report procedures so that useful and meaningful reports can be prepared for the various publics interested in education information and support.

4. It is recommended that the evaluations of the various programs be conducted on a broad scale. For too long these programs have been evaluated primarily in terms of narrowly defined criteria. For example, in programs funded by Title I, emphasis has been upon achievement test scores rather than upon changes in pupil attitudes, improvements in self-image, and availability in ancillary services. Although objective measures of gain in such things as "self-concept" are difficult to obtain, program managers should be encouraged to rely upon systematic observations and professional judgments when reporting on programs having objectives which are primarily in the affective areas. In programs funded by Title II, Elementary and Secondary Education Act, there should be as much emphasis upon the use of the library materials as upon the number of items purchased.

It should also be noted that it is very difficult to evaluate the effects of these programs on a title by title basis. Materials provided by Title II may contribute to a program funded largely by Title I or Title I Migrant. A comprehensive approach in evaluation is critically needed.

5. Attention needs to be given to the improvement of communications between Federal, state, and local levels of education. In an effort to develop a more comprehensive system, it is essential for program officers under each of the funding sources to cooperate with other program officers in the administration of their respective responsibilities.

The advent of Federal legislation which specifically earmarks percentages of Vocational Education, Title III and Title I of the Elementary and Secondary Education Act funds for the support of programs for the handicapped, has emphasized the critical need for broad comprehensive communications among program officers at Federal, state, and local levels.

Dr. Brockette. Thank you, Mr. Chairman and members of the committee.

We want to say for the record that the enactment of the Elementary and Secondary Education Act of 1965, and its subsequent amendments, has had a profound impact on education in the State of Texas.

Federal funds, combined with the local funds, have provided school districts with improved instructional activities in such areas as physical education, in reading, the language arts, in music and art, crafts, and bilingual education as examples, and improved services in the areas of health and nutrition, attendance and guidance are included.

We have more personnel, materials, and equipment, innovation in the exemplary projects and increased use of school aides and staff development opportunities.

We believe that Federal funds have contributed substantially to the improvement of the State education agencies and to the creation and implementation of 20 regional centers in our State.

The **Chairman**. Go ahead.

Dr. **Brockette**. We have also at the State level identified the special targets, populations such as migrant children. They have been provided with additional services through this Federal support program.

Children who are handicapped have been given individualized instructions, and bilingual youngsters are being taught in both English and Spanish.

The programs have been particularly advantageous to the population of our State.

Recognition of the special needs of target groups served by Federal legislation has also contributed to the passage of recent State laws which will extend existing programs and have significant long-range effects on education.

New State legislation relating to education for the handicapped and to the provision of kindergarten programs for children who are disadvantaged are expressions of growing concern for pupils in these target groups.

The provision of State funds for regional data processing purposes reinforces the concept of regionalization of services.

The evidence that we gather to document this kind of statement to this committee and to the constituency of Texas is perhaps not always the traditional and usual type of documentation that we use in school circles, but I think if we move from the concept, or move to the concept of the jure system we have traditionally used in this country to validate here what happens, that we can, through the assurances that we have made with the Federal Government for carrying out the intent of the Congress, we believe there is considerable documentation of our stewardship in Texas for carrying out this intent.

We have in turn asked the local districts for assurances to carry out programs and plans under these acts, and we feel that there is considerable evidence that these assurances are being met through the flow of these funds.

If we look at our representative form of government as a way of evidence, the constituency of Texas has continued to reelect our State officials who have appropriated significant sums of moneys to support the programs that have been initially funded by these elementary and secondary education acts.

Just in the last session, now, of our legislature we have passed laws to support a new program for handicapped children.

These laws came about because of moneys, we believe, that were used to get an intensive study made of education of the handicapped pupils in our State, and this will increase next year by some $10 million. It is a new State law.

It would be difficult for us to document, I think, whether our State and our population was motivated through title III moneys that had been used to point up this kind of need in our State, or title VI moneys that were used to point out needs and the use we have made of that money.

Nevertheless, it is a fact that this has come about. We have also passed laws in the last session of the legislature to strengthen programs for the disadvantaged.

This legislation came in the form of early childhood education. The early childhood education funding is for the disadvantaged child next year.

We have vocational education programs, new programs that get at the problem of the disadvantaged child in our State, and to document whether our State was influenced by the expenditure of title I moneys or vocational education moneys since 1963 or 1965 would be difficult to do.

The CHAIRMAN. Speak just a little louder. I can't hear you.

Dr. BROCKETTE. I say it would be difficult to document that this new interest and this activity has come from specific titles in the act, or which specific title generated this kind of action.

But the action is evidence that we have additional State funds now to support these programs. This same thing is true for legislation to support instructional materials for teachers in the way of media and other technology in education and here, again, it would be difficult to say that it had most influence from title II or title III or title II NDEA, but a combination of these acts has led to this kind of legislation, we think, in our State.

Then the whole matter of the continuous education of teachers, we think there is considerable evidence here that this is happening in our State, that it will pay off dividends down the line.

So the State legislature this last session moved us to a 10-month program in Texas, with 10 days for the continuous education of teachers in service education. So these, we feel, are dramatic kinds of changes that have taken place.

The teacher aide was part of the last year's legislation. The teacher aide came into our State through the Elementary and Secondary Education Act.

So these are changes that are coming about, we think, through our representative form of government through the people expressing their interest and the legislature acting.

The advisability has come very largely for these population groups through the flow of this money into the State.

This document that we have prepared for you is in numerical order by titles of moneys and grants that have come to Texas, and we have attempted to set out here how title I operates as an example and what our emphasis has been.

The CHAIRMAN. It appears to me to be a very thorough statement.

Dr. BROCKETTE. And how we have attempted to evaluate it. We followed this, Mr. Chairman, on the last couple of pages to identify for you our major concerns about, and the recommendations we might have here, that we think might improve the flow of these funds.

Dr. Graham is the assistant commissioner in Texas under whose administration the title I program operates, and he is prepared to identify some of the major components of that program.

Dr. GRAHAM. Thank you.

The CHAIRMAN. Go ahead, Dr. Graham.

Dr. GRAHAM. Mr. Chairman, if the committee desires a fuller treatment of title I, we would be happy to file a supplemental document with you that would be a fuller treatment of title I.

The CHAIRMAN. We want to get your reaction to the evaluation that your great State has placed on title I and how it can be improved and the job title I is presently doing, the funding, and in general any other criticism and statements you wish to make in connection with title I.

Dr. GRAHAM. We shall be as brief as possible, considering the time.

I think the first point we might make would be to give you just a very brief picture of Texas itself. We still have some 1,200 operating school districts in Texas. We realize that over half of those school districts have less than 500 youngsters in them.

The CHAIRMAN. You show the number of local educational agencies participating to be 1,108 for fiscal 1970, and for the fiscal year 1966, 1,133.

It has held constant from the first year down to the last year.

Dr. GRAHAM. Yes, sir; that is true.

The CHAIRMAN. That you got them all to participate in the first year is almost unbelievable, but go ahead, and don't let me interfere.

Dr. GRAHAM. That is all right, sir. Anyway, we do have the 1,200 school districts, and on page 5 of our report you will note the funding level from title I that we have had since its inception, and as you well know, the funding level for the first year is the highest that we have had.

You will note that our funding level is based on approximately 400,000 low-income youngsters.

We would join with the people in Pennsylvania so to say that if these 400,000 youngsters are to be served adequately, the funding would have to be almost doubled, and we also realize that in Texas there are additional 200,000 to 250,000 youngsters that could well be classified as educationally disadvantaged.

The CHAIRMAN. What disturbs me in connection with that statement, for fiscal 1970, you show, even though you have the same number of students that you had in the fiscal year 1969, you show an expenditure of only 34 and a half million dollars for fiscal 1970, contrasted to an expenditure of $58 million, or $61 million, for 1969.

Dr. GRAHAM. May I explain? That report was prepared for us here roughly, and those were the expenditures that were reported as of March 1.

The reporting period is behind, and by the end of the year, I know all the money will be spent.

The CHAIRMAN. But in the supplemental appropriation, how much additional did you get for fiscal 1970?

Dr. GRAHAM. About 10 percent.

The CHAIRMAN. So we still did not bring Texas up to the 1969 expenditure figures?

Dr. GRAHAM. No, sir.

The CHAIRMAN. How much did it lack?

I want you to figure this out, because this will have a material bearing on future appropriations. I want to see how much behind for fiscal 1970, after you received the funds from the supplemental appropriations, how much behind you were with respect to the fiscal 1969 appropriations in millions of dollars.

Will you furnish the figure to the committee?

Dr. GRAHAM. We will be pleased to.

Mr. FORD. In doing so, could you include what the real loss is, not just between what you received in the 2 fiscal years, but what that reflects in an impairment of your program in terms of the increase in fixed or uncontrollable cost that would be applied to programs that that money is expected to finance?

We have been told that runs 10 to 15 percent. So even if we gave you the same number of dollars, we would be cutting you 10 or 15 percent in effective workable dollars.

Dr. GRAHAM. We shall be happy to do so, sir.

The CHAIRMAN. Put all that together in a supplemental statement, mail me a copy and Mr. Ford a copy, and we will get it in the record.

Dr. GRAHAM. We will be pleased to do that.

The CHAIRMAN. I want to show some of the members of the Appropriations Committee how we are still falling behind.

Go ahead.

Excuse me for interrupting.

Dr. GRAHAM. One of the other things I thought we should mention, as indicated in our presentation here, we have made a sincere attempt, with the encouragement of the U.S. Office of Education, at least at times, to have consolidated application for Federal assistance.

In other words, rather than have an application for title I, another one for title II, and so forth, we have attempted and we are in the third year of this now, to consolidate that into one application without destroying the categorical intent of the funds.

We had several reasons for that. Our first and primary reason was to try to encourage local school districts to actually do some sophisticated planning to the extent that they were able to and ready to do it.

We also have developed our own competencies to help them do a little planning. I guess what I am trying to say is that we wanted some way to get local school districts to realize that here are several classes of Federal funds, many of which are dedicated in a way to the improvement of educational opportunity for disadvantaged children, and that while you have to maintain the categorical intent of those funds, you cannot commingle them for that purpose, but at the same time let's look and see if you can't plan an overall program to help these youngsters using State and local money and Federal funds as available.

We have made a little bit of progress in encouraging school districts to look at this in that manner.

We think, really, that we made quite a bit of progress. We have 29 school districts, I believe it is, that we are working with directly. Members of our staff meet with them on a monthly basis for the purpose of telling them to do some realistic long-range planning.

I am sure you know that vocational planning now requires a 5-year plan. We are requiring a 5-year plan in specialized education, and we are moving toward a 5-year plan in compensatory education, all aspects of compensatory education.

So out of this effort, if you put these together, we hope to get into more realistic planning at the local level, how State, local funds, and Federal funds can be used to improve educational opportunity for the disadvantaged youngsters.

The other advantages, and there are two others, are that now when local superintendents or title I directors or Federal program directors come to our offices, they only have to go to one place, instead of having to run all over the building to find this person to talk to about title I, this one about vocational, and this one about something else.

Their representatives are all in this one office, and are available.

The third thing is, we think it has improved our fiscal control of these funds, because all of the funds are controlled there in that one division.

In addition, we think that then it improves the monitoring of programs in local school districts, because when we send out again a person who monitors who is an expert in title I, we try to send someone along with him, someone who is knowledgeable about vocational education, someone who is knowledgeable about special education, and someone who is from our field audit staff who is knowledgeable in the accounting practice, so that it becomes a more or less total review of the operation of federally assisted programs in that school district.

We think that it offers a great deal of promise, and we are going to keep working at it as hard as we can. We admit that we are not where we would like to be by a long shot, but we do plan to continue to work on it.

As far as—while I am here—as far as comparability, we have been aware of the implications for years. We have been working with the local school districts, and while I would not say that we are 100 percent pure in any shape, form, or fashion, we think we have made a great deal of progress in those two areas as far as title I is concerned.

I think, as far as the evaluation, we do have all of our evaluation efforts now concentrated in one office, in a division of assessment and evaluation, and we are constantly working with local school districts in trying to help them improve their own techniques of evaluation.

We realize that some of the larger school districts have more sophisticated people in evaluation than we do, but many of the smaller districts and medium ized districts do not.

So we are spending a great deal of the time working with local school districts in this area of evaluation. I would have to say about the same thing as the people from Pennsylvania said.

When you get to the actual achievement tests, we show progress. In some school districts we show excellent progress and statewide, we do not show the progress that some people would expect on achievement tests.

I think probably there are very good reasons for it. No. 1, I don't think that the tests we have available really measure the capabilities of disadvantaged children, and in many cases a small growth may be a tremendous growth for a disadvantaged child.

In other words, you just can't expect a disadvantaged youngster that has conditions at home that are not conducive to education and so forth, to jump in and show a year or a year and a half's progress in 1 year.

It is just not done. I think the other reason is that—and I think that Follow Through is a pretty good example of it—if some way, somehow, we can have better funding so that there would be more money available for the 400,000 youngsters we are working with, and I would say at least double the amount, then I think you can expect much more marked improvement as far as achievement tests are concerned.

On the other hand, if we are not going to have any more funding, then some way, somehow, at the Federal and/or State level I think the number of children to be served with that amount of money has to be reduced markedly if we are to get the results that everyone would like for us to get.

The CHAIRMAN. Are you satisfied with the results obtained from the present level of funding?

Dr. GRAHAM. I am satisfied with it. For example, disadvantaged youngsters in Texas, generally speaking, have not had any type of preschool program available until title I and Headstart came along.

There is no question about that. In addition to that, disadvantaged children in Texas had not had any type of summer activity available to them, in essence, until title I came along, because most summer school programs in Texas were not State supported.

They were locally supported, and practically all of them were based on tuition, and the disadvantaged youngsters just did not get to participate.

This may be a minor thing, but a school counselor in an elementary school was unheard of in Texas until title I came along.

I doubt if there was a single one. We now have—I admit this is very small progress—but we now have around 250 elementary school counselors in Texas, and about half of them are paid out of title I money.

I admit that is very small progress, but it is a beginning, it is the recognition that these youngsters do need the assistance of trained counselors as well as those in secondary schools.

We can show you in our larger cities hundreds of youngsters that had never been in a museum. They had never attended anything musical that amounted to anything until title I came along.

It just was not feasible.

So I think there are a lot of evidences that title I, considering the present funding, is doing a very fine job.

While I am on this, of course we do get a considerable amount of title I migrant money in Texas. We are supposed to have more migrants than any other State in the Union.

This year we have about $12 million available and we are not going to use $1 million of that because we got it too late. Our migrants don't stay in Texas during the summer.

By the time we got the million they were gone, so we won't use that money this year.

We will use it next year. But we think we have developed, or at least have the beginning of the development of some excellent migrant programs through the good offices of the Congress in providing the title I money, the migrant funds.

We are presently serving about 45,000 migrant youngsters out of a total of somewhere around 70,000 or 75,000 in Texas.

Really nobody knows exactly how many there are. It depends on who is counting them at this particular time. But at least we know that we are serving some 45,000. Next year we hope to serve at least 50,000, and one of the shining lights, we think, of that program has been a preschool program for migrant youngsters.

There was no State money available whatsoever last year for any type of preschool program. Under the title I migrant program, we operated 207 units of preschool for 5-year-old migrant youngsters.

Practically the entire cost was paid with title I migrant funds, except the local school districts contributed the facilities and the upkeep of the facilities and certain other aspects.

These children have, in addition to the so-called academic part of the preschool itself, these children have all had physical examinations, where physical corrections were needed they have been made, they have had dental examinations—that is part of the program, and if the school district does not want to do that, they don't enter it—and we think there has been a decided change in these youngsters.

In addition, a part of this is that there must be parental involvement.

The CHAIRMAN. These evaluations you just don't obtain from the most of the studies.

Dr. GRAHAM. It is impossible to get them, sir. We have authorities on the number of youngsters served, the number who have had dental examinations, physical examinations, and meals at reduced prices.

The number of home visits made by teachers, we have that, but you cannot measure those things by some kind of a test. It is impossible to measure them.

We do know we have parents of migrant youngsters that now try to stay as long as they can before they migrate so their children can stay in school as long as possible.

There has been some change in that. We know it, and in addition, as a part of our migrant program, we send 24 Texas teachers to 18 other States that have summer migrant programs to more or less serve as liaison people to try to tell in those States what we have been trying to do for the migrant youngsters while they were in Texas, to see how many of them are in school, how they stay in school, and to help in any way we can.

In addition to that, as a part of our migrant program, we have a contract with the southwest educational development laboratory in Austin to develop bilingual material from preschool through the elementary grades, and we are in our third year of the contract. We are beginning to get the production to where we actually have materials to use with these youngsters.

In our migrant program, for example, 97 percent of our teacher aides are bilingual. About 60 percent of the teachers are bilingual, but practically every aide is bilingual.

So we are making, we think, a great deal of progress in the development of curriculum materials that are bilingual, and while these materials are being paid for by title I migrant money through the good graces of the Congress, the materials will actually be worth while for any non-English-speaking child.

The child does not have to be a migrant to benefit from the program, because it would help any youngster who normally speaks Spanish.

The CHAIRMAN. I think the committee will recess for 15 minutes, and we will come back. We will go and answer a quorum call.

Mr. FORD. Mr. Chairman, I am going to have to leave. I know in your charts, title III, NDEA, and title II, ESEA, there is a parallel of the funds.

You are down now in title II in your funds and in NDEA title III, there is a drop from $5 million something to $2 million something.

I take it that is because of the reductions we have been making in the amounts of money we appropriated to those two titles here.

Dr. GRAHAM. That is quite correct.

What has been the effect of that reduction of more than half in the period of 5 years on any efforts to improve library facilities, and teaching materials, in terms of the total books available to librarians and so on?

Can you still make any progress when you are down to this $2 million figure, or are you just swimming?

Dr. **Graham.** We can make some progress, but we can't make the progress that we would like to make.

Mr. **Ford.** Has this drawdown or reduction in Federal funds—we know that it is not in NDEA title III.

Presumably we have cost you some support in the State legislature, haven't we?

Dr. **Graham.** In Texas, we have matched all right, but in Texas the funds are matched locally.

Mr. **Ford** (presiding). Did they continue spending money?

Dr. **Graham.** They continued spending money on the same basis they had. There has not been any marked increase in local funds for library use. They did not have Federal funds to supplement it.

Mr. **Ford.** Excuse us for running. Thank you very much.

(Whereupon, a brief recess was taken.)

The **Chairman.** Go right ahead with your observations.

Dr. **Graham.** I don't want to say too much further, Mr. Chairman. I would like to say that we in Texas do appreciate the Congress' action in carrying over of Federal funds into the next fiscal year. We think it is an excellent idea, and that it will be of assistance to school districts.

I would like to point out that there are problems that you may be fully aware of, as well as I, that according to the directives from the Office of Education, the carryover funds are supposed to be spent first, which is a real excellent idea.

On the other hand let's take title I; it may operate until August 31, and if a school district, as many of our school districts do, have summer programs utilizing funds for, say, fiscal 1970, then in order to start their program for the next year they have got to have an application in and have it approved before school starts on September 1, and we are required to tell them the amount of carryover funds they have, so they can also include those funds.

Well, we can't tell them until they have finished their summer program, so it is going to be sometime in September until we can even tell the school districts with any degree of validity how much a carryover fund they have.

But in the intervening time the district must have filed an application using next year's fiscal funds in order that it can begin its title I program when schools begin.

So a much simpler way for us to have done it——

The **Chairman.** Well, I would think that the Office of Education, if it requires an application from you setting forth the amount of the carryover funds on a specified date when it is impossible to supply the amount of carryover, if they cannot overlook that, they certainly need some new administrators down there.

Dr. **Graham.** A very simple way for us to do it would be to say that these carryover funds become usable along with the next fiscal year's funds, and you know how much, along in September you know definitely how much carryover funds there are in title I.

The **Chairman.** The carryover funds in fiscal 1971 will result from the supplemental appropriation that you received.

Dr. GRAHAM. That is correct, most of them will.

The CHAIRMAN. And you are not in a position presently to say whether you will expend all those funds for your summer programs or not.

Dr. GRAHAM. We won't know until August 31. We won't get the reports from the school districts until September 10. So it will be sometime after September 10 that we actually know.

The CHAIRMAN. So in your application, it is impossible to put that figure.

Dr. GRAHAM. To put it in in July when the district sends in its application for the following year, because they don't know, and we don't know.

They insist that these funds be in separate budgets.

The CHAIRMAN. I will tell you, if they—suppose you set up a conference and let me call in some members of this committee.

If they are going to be that technical we need some new administrators down there.

Dr. GRAHAM. Well, we do appreciate the opportunity when there is late funding, that the school district have the opportunity to use carryover funds.

The CHAIRMAN. I would not think that would cause too great a problem anyway, but we will keep that in mind in amending this act and make sure we do something on that point.

Now from the standpoint of your experience, tell the committee in your judgment the greatest obstacle standing in the way of more progress under title I from the standpoint of serving the disadvantaged youngsters in America, and particularly in your State.

Dr. GRAHAM. Sir, I would have to say that I believe as far as Texas, and I am sure in most other States, that the one single great obstacle is the limited amount of funds. We just cannot do the job with the present funding and serve the number of children that we are expected to serve.

The CHAIRMAN. Serving these 400,000-plus children that you serve under title I in the State of Texas, to what extent are you presently underfunded?

Dr. GRAHAM. Of course, that would have to be a matter of my own personal opinion. But I would say, I would assume that if we had a minimum of another $100 per child that we could do a pretty good job.

That would be about $40 million more.

The CHAIRMAN. That would be almost doubling the funds that you are presently receiving.

Dr. GRAHAM. That is correct.

The CHAIRMAN. Is that your analysis, too?

Dr. BROCKETTE. Yes, sir.

The CHAIRMAN. The authorization is presently a little less than 50 percent funded.

Dr. BROCKETTE. Yes. This is one of our dilemmas, I think.

The CHAIRMAN. What would be the situation in your State, in summary, if the title I funds were not serving your youngsters?

Dr. BROCKETTE. As I pointed out earlier, Mr. Perkins, these funds have generated and stimulated a lot of activity that has resulted in considerably increased State support.

It is a contributing factor, we think, that is important. We can't assess that this is the sole thing that has increased it, but State funding has increased and this has been critical, that we get these increased funds in this area to work with disadvantaged and handicapped children in particular.

So I think it has been—it is just really a hard matter of the imagination to decide what kind of position we would be in at this time if these funds had not started flowing to the State. I think perhaps few of us realize the criticality really, of our situation in dealing with this part of our population.

This has helped focus attention on this need, at least in Texas.

The CHAIRMAN. And go ahead.

Dr. GRAHAM. I would have to say about the same thing. I just doubt that we would have had too much in the way of programs for educationally disadvantaged youngsters and our migrant youngsters without Federal funds.

We in Texas are in a way just like all other States. We have our fiscal problems and local school districts have theirs.

On a statewide basis, the State pays roughly about 50 percent of the cost of education in Texas. As far as our basic foundation program on a statewide basis, the State pays 80 percent of it, but that does not include anything for construction, et cetera.

So, statewide, the State does not furnish about 50 percent of the total cost of public school education, and we are one of the higher States in the Union and on that basis, but at the same time we have problems of financing, both at the State and local level, and I just doubt that without Federal funds we would have had too much of an expansion in programs for these disadvantaged youngsters if it were to have been expedient entirely on State and local funds.

This is not a good illustration, but I was in the schools many years ago in what would now be called almost 100 percent educationally disadvantaged districts, because we had a population in excess of 85 percent Mexican-American people.

Our tax resources were practically nothing compared to our needs, and both the board of education and I knew many things that we would like to have tried to do to help these youngsters, but we just did not have the money available locally, and it was not available from the State.

It was not available from the Federal Government at that time. I guess my only regret is that I am too old to go back down there and see what I could do now if I had these Federal funds available to work with.

I think many things have been done, and many more fine things can be done.

I agree, I think that the Federal Government is going to have to participate on an increasing basis in the funding of public school education.

The CHAIRMAN. Your great State of Texas has more resources than many of the other States in the Union, but coming from the State of Texas, do you see that it is absolutely essential for the Federal Government to make a greater contribution to elementary and secondary education in this country?

Dr. GRAHAM. Speaking as an individual and one who has spent his whole lifetime in public education, I very frankly think so, without reservation.

The CHAIRMAN. Do you think that?

Dr. BROCKETTE. Yes sir; this is our viewpoint.

We think that the contribution of the Federal Government, the State government, and the local government are all essential to this. We don't want to delegate all the responsibility and all the flow of money from this level, but here, again, we can document the evidence that is at hand that these funds have stimulated a great deal of activity in areas to where we were rather dormant in our support of programs, and we think the progress is encouraging and stimulating in our State.

Of course, I know you, in gathering people here for this oversight hearing, we are speaking from different points of vantage, as Pennsylvania, Texas, and other States give their statements here, but some of our situations are unlike theirs.

But we all have these populations of people that I think we are convinced need some new approaches and some innovative ways of getting at this problem, and that is what this money has helped stimulate, and why it needs to continue to flow.

The CHAIRMAN. From the standpoint of Federal expenditures, tell the committee, in your judgment, if we should take care of the disadvantaged to a greater degree in title I before we jump off in another direction, to put this bluntly, for general Federal aid to education.

Dr. GRAHAM. I am inclined as an individual to think that title I should be more fully funded before we get into so-called block grants. I do think that a combination of categories such as title I and some so-called block grants, such a combination is highly desirable as soon as it can be perfected.

At the same time I realize that there still would have to be some type of restrictions on so-called block grants and the State departments of education, if such block grants were made to States, are going to have to be willing to assume the responsibility and the accountability for the utilization of those block grants in local school districts.

The CHAIRMAN. Do you have any further comment?

Dr. BROCKETTE. We would like to suggest that somewhere between the block-grant approach and the complete categorical approach that there are or there may be some ground here that needs to be considered, and we have presented to you that we have tried to do this through the application and reporting approach so that all titles could find their way and their utilization now into getting at the problem of the disadvantaged, and we would hate to see some retrenchment from these other title programs just in order to center on one program, because I doubt that this is where we are going to find out solutions.

I think the other titles need to be, aside from title I, need to be so coordinated and managed that this flow can get an impact on the disadvantaged child, and we can do this through plans and designs, and this is what we suggest to you.

The CHAIRMAN. Let me compliment you gentlemen. I think you are doing a wonderful job in connection with the funds that you receive in Texas.

I agree with your testimony wholeheartedly so far as the inadequacy of funding is concerned.

(Discussion off the record.)

The CHAIRMAN. Now, I would like to know if the other witness from Texas came in. Who has seen the other witness from Texas?

Mrs. Dargans, will you make a check, and if you can get him, I will go up to my office and do a little work, and then you can call me and I will come back.

We will recess for about 30 minutes.

(Whereupon, at 1:20 p.m. the Committee on Education and Labor adjourned, to reconvene at 9:30 a.m., Wednesday, July 8, 1970.)

(The following was subsequently received for the record:)

NATIONAL CONGRESS OF PARENTS AND TEACHERS,
MANCHESTER, MASS., *August 25, 1970.*

Hon. CARL D. PERKINS,
Chairman, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: In respect to the Elementary and Secondary Education Act Amendments of 1970 now before your committee, would it be possible to include provision for comprehensive health education?

We are concerned that much time and money is being spent in the current drug abuse education program when the broader background is the primary need. Especially is this true of younger children whose interest in the activities of their "elders" urgently needs the balance of sound information about themselves.

Such authorization was not included in NDEA, and almost no ESA Title III money seems to have been spent in this area. There does appear to be a possible provision in Sect. 808 of P.L. 91-230, for nutrition and school health services, but we would urge that the content of comprehensive health education warrants its recognition in regular school curriculum.

Enclosed herewith is our recent testimony before the House Ways and Means Committee on narcotics control, setting forth our view of the importance of comprehensive health education to drug abuse control; also the policy statement adopted by the National PTA Board of Managers.

We shall deeply appreciate any help you can give our youth through provision for this education.

Sincerely yours,

CHARLOTTE RYAN,
NCPT Chairman for Legislation.

STATEMENT ON THE CONTROLLED NARCOTIC DRUG ACT OF 1969

(By Mrs. Edward F. Ryan, National PTA Chairman for Legislation)

Mr. Chairman and Members of the Committee, I am Mrs. Edward F. Ryan, of Manchester, Massachusetts, chairman for legislation of the National PTA. On behalf of our approximately ten million parent and teacher members, we appreciate very much your invitation to offer testimony on H.R. 13742 and related bills, the Controlled Narcotic Drug Act of 1969. All across the country our members are deeply concerned with the problems of drug abuse. We have observed with close attention the varied efforts of law-enforcing agencies, of schools, organizations, and mass media to control drug abuse and to educate both youth and communities in preventive measures.

It is our view of the present situation that the elaborate network proposed in this bill will catch mostly children and young people; and if the law is enforced the jails will be full to overflowing, we shall have clogged legal machinery, far worse antipathy to law than now so greatly concerns us, and a drug problem that may be well beyond control.

Those features of the bill we believe should be changed are: (1) the lack of discretion allowed to the court in respect to drug users as distinguished from nonuser sources and distributors; (2) the apparent contravention of Article IV of the Constitution in respect to search and seizure; (3) the almost entire lack of attention to the necessity for treatment, probation, counseling, education, and community responsibility.

THE MANDATORY PENALTY

Just over a year ago we testified in respect to the Drug Abuse Education Act in these terms:

> . . . so long as laws widely believed to be unjust remain a principal determinant in the management of the drug abuse situation, any educational program is under severe handicap. Parents are unable to deal with a situation which essentially involves emotional problems in terms of youthful needs because of the immediate liability. . . . The situation is made more dangerous, in our view, because the feeling of injustice in respect to the disproportionate penalties in present law districts the attention of youth from the dangers of drugs. It is the nature of youth to overreact to pressure they feel unjust; thus they are even more likely to use drugs in bravado, and the situation is unnecessarily worsened. It seems clear that the present penalties have not been effective, for arrests of young people continue to increase in number. We are deeply concerned that the situation is proving an incentive to disrespect for law. Further, we would warn that if growing numbers come to hold legal sanctions lightly, they may also come to hold the rights of others under other law just as lightly.

That was a year ago, and the worsening of the situation all across the country in this past year is clear evidence of the axiom that if a problem is defined properly, even inefficient implementation helps; without accurate problem definition, nothing helps. It is essential that legislation attacking any problem be based on accurately defined causes.

It seems to us that this bill, H.R. 13742, totally ignores the causes of the problem involved here and concentrates wholly on one of its symptoms in a way that cannot avoid increasing the problem. The problem is that our people increasingly avoid dealing with the decisions and pressures of their lives in direct and positive ways, but rather escape their natural feelings and responses with a wide range of mind-altering drugs and acting-out behaviors. As Dr. V. Alton Dohner of the University of Colorado School of Medicine describes in a highly authoritative article in the June 1970 *Compact* magazine, published by the Education Commission of the States, drug use or abuse is only one of the behaviors by which individuals either increase the enjoyment of life or provide mechanisms for coping with its problems. Other behaviors that may provide enjoyment or may become health or social problems include use of other drugs such as alcohol, caffein, tobacco, tranquilizers, and pep pills, also eating, physical risk-taking, delinquency, and violence.

In respect to the drugs listed in this bill, we have had ample evidence of the failure of harsh legal measures to control their use. Arrests have increased in the past year from 25 to 100 percent in various parts of the country, but abuse is reported to have spread in virtually geometric progression.

The Massachusetts Bar Association issued a report on the 18th of this month saying that police and courts "wink" at the required criminal penalties to "avoid simple brutality to our young people." Of 480 drug arrests in Boston, the report said, six went to jail. "The single greatest vice in the existing penal system for drugs is the mandatory character of the penalties," the report said, and its strongest single recommendation is that "mandatory penalties should be eliminated from all of the drug statutes in which they appear."

We note that this bill would allow judicial discretion on a single first offense for possession only, with mandatory sentences thereafter. Too much hangs on the perfect handling of that one opportunity. Most alienated youngsters are not to be redirected by a single court experience.

The Massachusetts Bar report says further: "The severity and mandatory character of drug sentences has distorted the whole system, its enforcement and the view which the young citizenry takes of it." We would add that this whole situation has placed law-abiding citizens who care about young people in a completely untenable position, such as is inappropriate for a legal process to do.

The tenor of the act addresses a supposedly criminal and dangerous element in our society, yet there would be caught in its net junior high and high school students, college students, young people with jobs, and adults such as physicians and business executives. A recent study by the Nassau County Probation Department, New York State, found that of 1,066 individuals arrested in 1968 for drug abuse, 35 percent were full-time students; of these 60 percent were in junior or senior high school and 40 percent in college. Of the others arrested, higher percentages had better jobs and higher incomes than in previous years studied. We would also call to your attention articles in the *Wall Street Journal* of May 4 and July 6 of this year, reporting that drug abuse in business "has overnight become [a problem] almost as serious as that of alcoholism."

The actual numbers involved are unknown. The National Institute of Mental Health is quoted as conservatively estimating the numbers of Americans of all ages addicted to narcotics as between 100,000 and 200,000, yet New York City officials estimate addictions up to that number in New York alone. NIMH estimates the number of Americans using drugs as seven to twenty million. It is wishful thinking of the most dangerous sort to expect law enforcement to cope with such numbers and even worse to impose legal penalties that effectively cut off the only measures that can help physiologically and psychologically drug-dependent individuals.

The effects of continuing this attempt will spread human tragedy, economic loss, and breakdown of the public respect on which the processes of law must ultimately rest. The parallel of prohibition is inescapable. As the Massachusetts Bar report says, the prohibition amendment was "honestly motivated but a complete failure." It "did little if anything to reduce the scope of the problem while bringing about widespread disrespect for the processes of government and contempt for the law." We may add that prohibition furnished the means for the growth of organized crime to a degree previously unknown in this country. It seems to us that the current proposals fail in the same way. The financial backers, the prime movers in importation and distribution of narcotics, who are not users, are not likely to be found in possession or in provable connections. Only loss of their markets will curtail the growing drug traffic.

THE RETENTION OF CONSTITUTIONAL RIGHTS

Article IV of the Constitution bespeaks "the right of the people to be secure in their persons, houses, papers, and effects, against unreasonable searches and seizures," and that "no warrants shall issue but upon probable cause, supported by oath or affirmation, and particularly describing the place to be searched, and the persons or things to be seized."

Even were the issue more dangerous than this, we would urge that the constitutional rights handed down by our founders be retained. These are the shield of the Republic. Let a warrant be obtained for any search, not waived on the judgment of the officer that the circumstances are "exceptional" and "time or opportunity to apply for a warrant is lacking."

THE DRUG-DEPENDENT ENVIRONMENT

We propose that we must address the problem of drug dependency in much the same way that we are moving, as a people, to save our environment. We have become a drug-oriented people. As Dr. Dohner comments, "It is unreasonable to try to isolate teenage drug use from the use of socially acceptable drugs and the heavy self-medication all too common in middle age." Further, a large percentage of the troubled youth who have turned to drugs are alienated from families and community, and these need help and treatment, not condemnation and jail.

The necessary program includes:

1. Rehabilitation from addiction in social and medical programs;
2. Community services to individuals in danger of dependency, through cooperative efforts of concerned individuals and agencies, monitored at central points as indicated, the school or the probation officer or a social agency;
3. Comprehensive health education for all children from kindergarten throughout the school years, such education to include development of respect for their own minds and bodies, respect for potentially dangerous substances and proper use of medications, recognition of personal responsibility for acts which may affect others, understanding of different types of behavior, and moral, social, and legal aspects of personal behavior, all with the goals of developing normal, healthy personalities and satisfactory family life; and
4. Review as a people of our own dependencies and personal strengths in coping with life's problems.

We may add that incorrectly conceived drug abuse education has in some instances created interest rather than protection. Too frequently, also, a "scare" approach has destroyed the effect of factual information. Most of all, however, this subject matter in all its aspects is so interrelated with the human environment and with human development that the millions of dollars devoted to crash programs throughout the country would have been better made available for comprehensive health education and community programs.

CONCLUSIONS

We therefore urge the following:

1. That legislation provide separately for controlling nonuser sources and distributors of drugs, retaining constitutional safeguards, and that research be encouraged to govern the classification of drugs;
2. That courts be given discretion in handling the cases of all users, for it is known that many users are compelled to distribute by fear or by necessity of supporting a habit; and that treatment should be encouraged through cooperative means, not through control, for these problems are medical and psychological;
3. That medical and psychological resources be provided with increased funds as required;
4. That the Drug Abuse Education Act be amended to authorize funds for comprehensive health education rather than for drug abuse education alone; and
5. That funds be authorized to assist community agencies in developing coordinated programs to involve all youth in constructive activity.

We deeply appreciate this opportunity and hope that our views may be given favorable consideration. Thank you very much.

OVERSIGHT HEARINGS ON ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

WEDNESDAY, JULY 8, 1970

House of Representatives,
Committee on Education and Labor,
Washington, D.C.

The committee met at 9:50 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee), presiding.

Present: Representatives Perkins, Dent, Brademas, Ford, Mink, Gaydos, Stokes, Quie, Dellenback, Collins, Landgrebe, and Hansen.

Also present: Representative Tom Bevill of Alabama.

Staff members present: Mrs. Louise M. Dargans, research assistant; and Mr. Charles W. Radcliffe, minority counsel for education.

The Chairman. Come around, Dr. Dick. It is a great pleasure for me to welcome you here this morning to these hearings. We have a lot of education problems at the elementary and secondary levels, and we will be delighted to receive your advice at this time in connection with the operation of the Elementary and Secondary Education Act—how we can improve it, what are the problems involved. We have a bill pending to extend the legislation 5 years. However, we don't want to extend the legislation 5 years until we write the best possible legislation.

We are anxious to hear about your school system this morning.

STATEMENT OF DR. FRANK DICK, SUPERINTENDENT OF SCHOOLS, TOLEDO, OHIO

Dr. Dick. Thank you, Chairman Perkins, and members of the committee. I bring you greetings from one of the glass centers of the world, Toledo, Ohio.

We have 62,000 students in the public schools and 18,000 in the private schools.

My prepared remarks are contained in the blue pamphlet, which I will not read.

Chairman Perkins. Without objection, it will be inserted in the record.

(The document referred to follows:)

Statement of Frank Dick, Superintendent, Toledo (Ohio), Public Schools

We are in the business of success.

I would like to talk about the successes of our programs. From the inception of Title I of the Elementary and Secondary Act in 1965, the Toledo Public School System developed a program which is now called "Operation Success". "Operation

Success" is a multi-pronged, multi-financed method of getting to the problems of education of the poor and disadvantaged.

If we do not do something for the youngsters with problems, we are helping to perpetuate their financial, emotional, and intellectual poverty. Wealth begets wealth, poverty begets poverty, and failure begets failure. So, too, do we feel that success breeds success. Hence, the title of our program, "Operation Success", which endeavors to enable each child to experience positive, meaningful experiences in our central city schools. The schools are not the basic cause of the situation. But we do have the responsibility to remedy it.

It is my contention that the schools of the large cities have never recovered from the depression of the 1930's. When the Depression occurred, the schools cut back on the lunch programs, early childhood education, vocational programs, special education, and school building expansion. By the time the Depression was over, World War II drained the fiscal and human resources from the cities. After the war, returning veterans settled in suburbia and the energies and enthusiasm of these young men were devoted to the development of the educational systems in the suburban areas. The educational leadership of the city schools gradually passed to the suburbs. Title I is providing some funds necessary to enable the city to innovate learning programs—and again develop concepts which will place public schools in a position to meet the needs of a changing city.

In Toledo, the benefits of Title I has three salient dimensions:

1. It helps the poor and deprived children to obtain a better education and to raise their aspiration levels.
2. It serves as "seed money" in development of new programs in an effort to solve other problems of the city.
3. It raises the aspiration levels of the entire city

This is a brief list of programs we have funded under "Operation Success" and (in parenthesis) the way we describe them to the lay public.

1. Lighted School Program (using the schools day AND night).
2. Reading (inability to read is an educational illness and must be treated with a "prescription.").
3. Community-School Coordinators (putting out "people fires" before they start).
4. Parent Aides (an extra set of eyes, ears, hands, and feet for the teacher—and an extra heart).
5. Elementary School Libraries ("Happiness is a Library All Your Own").
6. Operation Job Training and Motivation (encouraging the pupil to be a "stay-in").
7. Outdoor Education (where nature, discovery and questions are part of the lesson plan).
8. Outward Bound (molding leaders of the future).
9. School Social Workers (help, listen, and care NOW to prevent future problems).
10. The Unteachables (a rescue operation, salvaging boys headed for the ("Dropout Society").
11. Team Teaching (where school becomes fun).
12. Special Education (for the retarded, the emotionally disturbed, the neurologically handicapped).
13. Operation Recover (prevention of drop-outs).
14. Summer Education (remediation).

The Toledo Schools have for the public and private school children and members of the community the Lighted Schoolhouse Program. Each school has twelve to fifteen members from all levels of the community which comprise the Citizen's Committee. These people are involved in developing the activities and courses keyed to the grass-root needs and desires of the residents of that particular area. Thus making their schools genuine centers of community life. Our Lighted Schoolhouse Program involves keeping over fifty of our buildings in extended use after the regular school day. Total people participation is over 40,000 per week. No Title I funds are currently used for the funding of this program. The important point here is that the Title I money *did* function as a catalytic agent.

We are aware that the inability to read is an educational illness that must be treated with a prescription. Large doses of special remedies to help youngsters read, learn, continue in school, and to be eventually gainfully employed, are of prime importance. Our "Prescription for Reading" program is not to find out what the boy or girl cannot do, but to find out what he *can* do first, then pursue that. Thus, reading is a most important component of the Title I-Programs.

The Community-School Coordinators recognize a real need for the schools to seize the initiative and channel the energies of the community in positive directions for wholesome, constructive change. They provide a bridge between community and school—to anticipate and *prevent* problems.

In the program we develop and maintain open lines of communication between parents, community agencies and concerned citizens; establish systems by which the human and material resources of the community and school can be brought to bear to solve problems; reach and galvanize the well-intentioned majority in the community so that the initiative for change rests in their hands rather than in the hands of destructive individuals; anticipate problems and seize the initiative so that the problems are solved before they develop without disruption or undesirable publicity.

Our schools have accepted the responsibility to anticipate problems and develop means of preventing them. We are seizing the initiative! Response to problems after they develop always is, or seems to be, defensive. This program provides the manpower, the planning and the leadership necessary for wholesome, constructive progress.

The schools belong to the people. Our parent aides come from the neighborhood. They have children attending the school where they work. This program is an investment in people—the teachers, the aides, and the pupils. Family-Life Education requires aides to study and discuss problems of sex education, discipline, and nutrition. In addition, family activities, problem-solving, self-understanding, and the feeling of security within a child are studied.

The Resource Study Centers which the Toledo School System now operates, began in 1966 when four multi-media centers, incorporating new sight and sound materials, were "born" in an effort to bring children and books together. Title I is not now operating these centers, but again, this is an example of the catalytic function of Title I funds. Today we are operating fifty-two elementary libraries in our school system. Most of these have been staffed with volunteer workers from the community.

Operation Job Training and Motivation is a Title I funded program. Nearly two hundred eighth grade boys and girls will earn a high school credit for vocational training. This program is an effort to stimulate these boys and girls to succeed in school and to develop an interest in vocational training.

In an effort to teach ecology, nature, and the wonders of our country, our school system is endeavoring to send all sixth graders to a five-day camping program at a winterized Y.M.C.A. camp. Pupils learn quickly to show a new depth of understanding, responsibility, and cooperation. They must consider others. Many students want to pay part of the cost from money they have earned. By sharing the expense the outdoor experience becomes more meaningful and valuable to them. One of the concommitant values of this program is that the teachers and their students, after living together for five days, find themselves to be much closer. This program reached into the lives of more than three thousand students the first year of operation.

In Toledo, it's the individual who counts!!! Each year we send about fifty young boys from the inner city to the "Outward Bound Schools" program. "Outward Bound Schools" is a private enterprise which provides unique outdoor experiences in camps located in Colorado, North Carolina, Maine, Oregon, and Minnesota. The boys' comments are testimonials to the type of character-building experiences provided by "Outward Bound". Leaders of the program believe that the strength and leadership qualities of the participants and the training experiences influence others with whom they come in contact. Only under the pressure of stress does a person get the chance to know himself.

Title I also enables us to utilize school social workers who deal with families in low income areas. Although these families have contacts with other social agencies and social workers, there is still a need for those who provide complete attention to the problems of the child, the family, and their relationships to the school. This program is flexible and not saddled by procedures and rigid rules. It allows the social worker to attack a problem quickly without having to cut through a maze of procedures which could slow the action. While this is not one of our big programs, it is being effectively implemented within the communities in which it operates.

Another program is what we call "The Unteachables". This is a program in which two teachers work with students who are drop-outs, kick-outs, and/or flunk-outs from their regular schools. Many of these students have been in trouble before they enrolled. While this, again, is a small program on a limited basis, it does indicate that, given the right teacher with the necessary freedom and resources, these youngsters can be reached. In a two-year period, this program, which is located in an old factory building near the downtown area, has had thirty-nine enrollees. Of these, only one has subsequently been institutionalized. These same thirty-nine enrollees were written off as unteachables.

On an experimental basis, we are developing a team-teaching concept in selected Title I schools. The team-teaching approach allows us to work with the individual child in the classroom, and to present to the students training which they would not normally receive in a self-contained classroom unit.

Eleven new classes for the educable mentally retarded, emotionally disturbed, and neurologically handicapped have been established in the inner city. These new programs are used to increase the students' skills and attitudes. The total curriculum is designed to provide a variety of activities and experiences to help improve the childrens' self-concept and communication skills.

Operation Recover is a yearly program designed for two hundred youngsters from four Title I city high schools who voluntarily attend classes to stay in school. Most of these have failed subjects in the ninth grade; others had low grades or were under-achievers. In keeping with the stated purposes of the program, Operation Recover is strengthening fundamental skills, motivation, study techniques and other ingredients of a school "stay-in".

A part of our Title I program is summer education. We have over two thousand students involved each year in a program different from the regular school year. Its major purposes are remedial and enrichment.

The future?

The major focus of our future programing is to answer the one question: "Can children of the poor be taught to read?" A recent study in Toledo, funded under Title I, shows children deficient in reading can grow in their reading skills when they are given individual or small-group instruction by a reading specialist. The results show that with twenty-five hours of instruction in specialized reading, most students were able to grow more than one year in reading accuracy and comprehension.

Our success in this type of reading improvement effort with a small number of pupils indicates that we should provide this type of programing for others who are presently on a waiting list. It also indicates a mode of teaching which will bring us to more preventive measures in teaching children to read rather than remediation at a later time. Therefore, we have developed a program which we know will reach most of the children in the school. We have entitled this program "Toledo's Plan to Read". The objectives of the Toledo Plan are:

(1) Each child shall grow one year in reading, vocabulary and comprehension within the space of one year.

(2) Each child shall be instructed appropriately in materials which will give him continued success and develop his interest in reading.

(3) Each child with severe reading difficulty will receive prescriptive services.

(4) Each child shall be given daily instruction in both silent and oral reading skills.

During the past year, there has been a great deal of discussion about comparability. The Toledo Public School System welcomes this idea of assuring that Title I's funds supplement, and not supplant, local economic initiative. Title I has stimulated local administrators to take a critical look at the procedures used in operating the large city systems. As a result of these "pressures" on comparability, we have developed an accounting system which indicates how the general fund money is being expended on a per pupil basis by building. This will enable the local administrators to make decisions based on fiscal realities.

While many people today are wringing their hands about the problems of the city school systems, we in Toledo do not see these problems as being insurmountable. True, we must be careful not to minimize any of them, but we feel that our problems can be solved. We have developed open lines of communication through "Operation Success" in discussing the problems of our schools with the various leaders in the community.

By way of example, we have instituted in Toledo what we call a "Study for the Seventies". This involves over two thousand lay people on the grass-roots level in the study of our schools. They are going to make recommendations to the elected board of education on where they feel the schools should be by the time this decade comes to a close. We are not saying that all the recommendations of the citizen's committee will be feasible, or that the Board of Education will see fit to implement them. However, we feel that it is most significant that we have interested two thousand of our citizens to give their time to critically analyze our system as it is now and to make proposals for the future.

Do the people of Toledo support our programs in general and Title I in particular? It is our contention that they do. This is indicated by the fact that in the last election, we had 73% affirmative votes on a 20.9 mill renewal. We feel that the people have spoken.

Dr. DICK. I would like to say to the committee that the city school district of Toledo—we are quite pleased there with the progress we have been able to make. I think it started 5 years ago. Incidentally, we have been in the city 5 years.

I only mention that because that is the time that title I began.

I am here today to testify and to attest to the value of what title I has done for the Toledo City School District. I want to point out two or three items of significance in title I.

What it has done—it has kept the Toledo city schools open. By this, I mean we have been freed from any closing of our schools because of financial or racial problems. Toledo as you know has 26 percent of its enrollment in minority groups, and I think because of the fact we have had title I funds we have been able to develop some programs that have influenced the youngsters and the citizens to keep our schools open.

In the pamphlet that you will find entitled "Community Lighted Schools, Toledo, Ohio" you will find information on each of our programs.

(The document referred to follows:)

YOUR SCHOOL IS LIGHTED TONIGHT AND YOU'RE INVITED

THE IDEA

To extend the use of school facilities by children and adults in the community to enrich their lives and strengthen their bodies.

FOR THE CHILDREN

From 3:30 to 6 p.m.: A program of extended education to meet the specific needs of each local area plus recreational programs to provide a healthy outlet for youthful energy.

ADULTS AND FAMILIES

From 7 to 10 p.m.: Special interest courses, involvement in solving community problems, valuable social contact, and physical activity for adults, older children and family groups.

SPECIAL PROGRAMS TO MEET THE NEEDS OF YOUR AREA

Activities and courses in each school are keyed to the needs of the residents of a specific area—as they are determined by leaders in that area.

THE TEAM TO MEET YOUR NEEDS

The Community School Director

The key to our entire community school program is a calculated leadership plan in which a community school leader is available to initiate, follow through, and make it easier for professionals and volunteers to serve.

This leadership plan proves that unity, spirit, cooperation, vision, creativity and proper utilization of staff, community resource persons and facilities do not just happen, but are brought about through a calculated plan.

We are proud of the leadership provided by our community directors. This enables the leadership key to fit the community door.

Professional Staff

In addition to the community director who directs the program, each school has four or more teachers after school and into the evening hours to instruct and administer the program.

Local Advisory Committee

A committee in each school from 12 to 15 members, structured from *all levels* of the community, is instrumental in developing activities and courses keyed to the needs and desires of the residents of a specific area. In this way, the activities of no two schools are exactly alike.

TYPICAL ACTIVITIES

In order to be of greatest benefit to you, Toledo's lighted school program offers a well-rounded activities program encompassing cultural, social and physical education.

Arts and Crafts: Learn the basic techniques in various forms of arts and crafts and how to express things about yourself and about the world that can't be put into words.

Ceramics: Mold, decorate and fire your own pottery, vases and other ceramic products.

Painting. Learn to express yourself on canvas in both watercolors and oils, challenge yourself to find out the extent of your talent.

Sculpture: Work with your hands in clay and plaster of paris, forming shapes and designs that reflect you as an individual.

Industrial Arts: Learn woodworking, printing, auto mechanics and various other skills to satisfy your desire to fix it or make it yourself.

Homemaking: Learn practical, worthwhile skills of lasting value for the home.

Dressmaking and Sewing: Learn how to follow patterns and make dresses as well as how to design and make your own clothes and repair torn clothing.

Knitting: Knitting can be fun as you turn yards of yarn into a sweather, shawl or afghan of your own design.

Social Activities: Singing and group games give you a chance to get involved with others, meet new people and communicate on new levels.

Pool: Learn to play one of the fastest growing indoor sports in America. Display your "english" and 2-cushion bank shots on fellow students.

Ping-Pong: Sharpen your reflexes and get back into shape playing one of the all-time favorite recreations.

Slot Car Racing: Not strictly for youngsters, slot car racing has become a popular adult hobby with indoor tracks all over the country. Find out what it's all about.

Resource Center—Library: Use the community school library to expand your knowledge in specific areas or go on an adventure in good reading and develop your imagination in a way television could never duplicate.

You're invited to participate in Toledo's lighted school program, an after-school activity for children and extended evening recreational and educational program for adults. The program is structured with you in mind, with the goal of bringing the family together in the neighborhood school.

To find out more about how this program can benefit you, contact the director at the "lighted school" nearest you.

Community Service Centers

Birmingham	691–4545	Nathan Hale	536–1211
Burroughs	382–2232	Navarre	691–5211
Chase	726–1416	Newbury	243–5420
Cherry	244–0411	Oakdale	691–3459
DeVeaux	472–6470	Old Orchard	536–1261
Edgewater	726–2254	Ottawa River	729–2121
E. S. Central	691–4510	Pickett	243–1113
Franklin	691–6332	Point Place	726–2742
Fulton	244–0321	Raymer	691–4012
Garfield	691–7572	Riverside	726–1412
Glann	531–2211	Robinson	244–3753
Glendale	385–1641	Sherman	243–1224
Glenwood	244–5961	Spring	726–8061
Gunckel	244–8359	Stewart	246–7881
Hamilton	726–3449	Stickney	726–1425
Harvard	382–2112	Walbridge	243–4020
Irwin	865–5540	Warren	241–6703
Jones	244–8391	Washington	243–5613
King	243–7163	Westfield	241–8527
Lagrange	243–4556	Whittier	472–1339
Lincoln	244–5823	Libbey High	382–3491
Longfellow	474–2295	Scott High	244–8601
Marshall	241–4725	Waite High	691–4687
Mayfair	474–6996	Woodward High	726–1549
McKinley	472–3755		

FACTS ABOUT TOLEDO'S LIGHTED SCHOOL PROGRAM

Started with two pilot schools in the summer of 1966
Fastest growing community school program in country
Includes 49 schools today
Over 200,000 student participation
Over 40,000 adult participation
A staff of 200 teachers, 150 teacher aids and 150 in-service youth program students serve children and adults in the program
49 community directors make sure programs serve the community areas in which schools are located
Hundreds of volunteers help conduct programs
Community organizations participate by using schools for their activities: Y.M.C.A., Y.W.C.A., Boys' Club, Catholic Youth Organizations, Jewish Community Center, Toledo Recreation Department, Local Social Agencies, Area Community
Community lighted school program divisions:
  The lighted school program
  The community school program
  The community recreation school program
  The adult education program
  The family centered program
  The community coordinator program
  The community leadership program
  One-on-one program for boys
  Big sister program for girls
  Water safety program
  Big stick intramural/extramural programs
  Fees-able special interest program for adults
  Youth-tutoring-youth program

Dr. DICK. We are in the business of success. That is the premise we started in, from that, that the title I moneys are moneys to help the disadvantaged and to help the poor. I would like to underscore the fact that it has done this in our city.

I think it also has been an excellent means of raising the aspirations level of the total city.

May I point out to the committees a few of our programs and then I would welcome questions.

One of our programs is the lighted school program. We are using our schools today day and night. We use the title I funds to keep the building open at night.

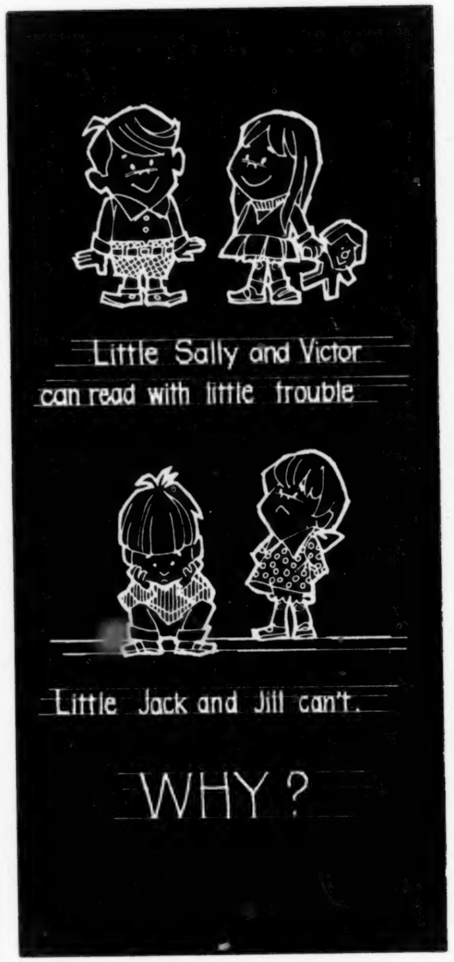
The CHAIRMAN. You mean you are using this school 24 hours a day?

Dr. DICK. Not 24, but we are open until 10 or 11 o'clock at night. This was seed money, starting with title I, 5 years ago.

Other important programs are our reading programs. We know that we have developed a sound reading system. We have proven to some extent that the reading scores can be improved, and we have a pamphlet there which will describe that.

I would like to have it in the record.

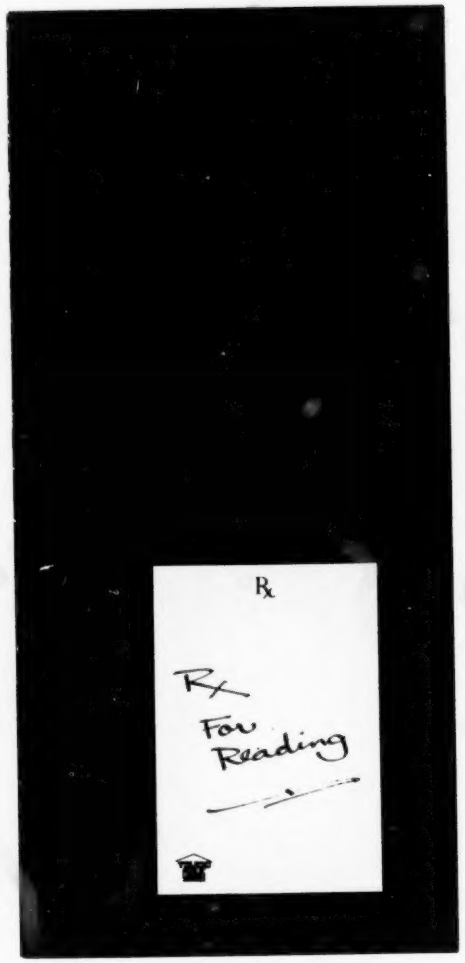
(The document referred to follows:)



Little Sally and Victor
can read with little trouble

Little Jack and Jill can't.

WHY?



Rx

Rx
For
Reading

Frank Dick, Superintendent
Toledo Public Schools
Toledo, Ohio

Educators in the Toledo Public Schools are uncovering answers in an exciting program funded by the Federal government through Title I of the Elementary and Secondary Education Act.

Educators are discovering that the inability to read is an educational illness, and must be treated with a prescription — large doses of special remedies to help youngsters read, learn, continue in school, and be gainfully employed some day.

Called "Diagnostic Reading" by educators, the program is NOT the same as remedial reading. Rather, it centers around tests for children to discover where they are strong and where they are weak. On the basis of test results, youngsters can move along quickly in reading or earn a chance for special treatment in the classroom.

All summer long, testing has been conducted among second through sixth grade youngsters. Four teachers worked with groups in 6 schools which, thanks to funds supplied by the government, were open during the summer.

What makes Sally and Victor good readers, while Jack and Jill can't seem to make the grade?

Surprising answers are popping up.

Some youngsters do not have "native intelligence" or the capability to learn as quickly as others. Some have problems differentiating between a simple "o" and an "a."

Others have poor vision and/or hearing. A few are unable to pick up the beginning or the ending of a word.

Some have poor basic reading skills . . . cannot read with what teachers call "rhythm" . . . confuse look-alike words such as "pin" and "pine." (One youngster didn't see the "e" in "pine").

"We are finding children with some problems we haven't been handling in the public schools," said one reading specialist.

"Some cannot break words into syllables. Others cannot make the sound of "ch" because they do not associate the two letters with each other.

"We find youngsters who tend to hurry through things; others who cannot pronounce words. Some actually cannot see some common letter such as "."

The procedure in "Rx for Reading" is to give each poor reader a test, prescribe treatment on a regular "prescription form," then teach him further with a hope of correcting his deficiencies in summer school and/or during the regular term.

First time around, all youngsters are checked for every possible clunk in the reading machinery, including physical shortcomings.

After testing, each is classified. Those with hearing difficulties, sight problems and other physical deficiencies must be remedied by a doctor. Teachers cannot cure such problems, but they at least don't have to struggle in the dark, not knowing where the problems lie.

Children with poor I.Q.'s and correctable deficiencies can be uncovered and taught at a slower pace.

"We noted that some youngsters in testing can even be behavior problems. These are things we must know, because reading is so basic," one educator said.

And so the prescriptions are written.

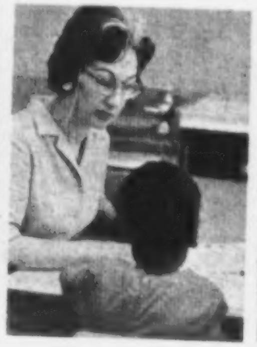
The summer program was much like "an academic physical," as one teacher put it.

This is not a group study but, rather, a child-by-child evaluation.

"We look at the program positively," said an educator. "We are not here to find what the boy or girl CANNOT do; we find what he CAN do, then pursue that."

This is, indeed, an exciting approach to reading in the Toledo Public Schools.

Hopefully, when the youngsters are tested, diagnosed, "treated" and helped on the road through the educational system, they will be able to fill out an employment form, be equipped to read instruction books in job training programs, and get along well enough to find enrichment in life.



Dr. **Dick**. I would like to point out to the committee a unique program we started. We call it the community school coordinators. These are people who help communicate between the school and the community.

It has been fantastic because we have open lines of communication.

These are things we could not have done without the money from the title I.

(The document referred to follows:)

Faith, Hope and Love

. . . BUT THE GREATEST GIFT IS LOVE

A new breed of social worker . . . building a new kind of triangle that closes the gap between the youngster and the parents and others who want to help.

The story of the social worker in Toledo's Public Schools.

Funded by the government under the Elementary and Secondary Education Act (Title I, ESEA); operated by the Toledo Public Schools.

Faith, Hope and Love are the ingredients of a genuine personal involvement which social workers have with poverty area children and adults. The grade school social worker is part of a new movement to help, listen and care NOW, heading off the multi-million dollar social burdens created when concern for children are ignored and go unattended.

Let's listen to these comments by social workers:

"It was two below zero this morning. One little boy's feet were raw because he had no boots. We plan to get him some."

"My job means getting into the home."

"Get the mother involved, and much of the battle is won."

"Social work in our schools means reaching people. It means food on the table, clothes on their backs, housing in a place where they don't have to compete with rats and roaches. It even means helping people replace broken wondows. This is where we have to start."

"We must teach girls and boys thoss 'basics' which most of us know how to do . . . or hire someone to do for us."

"We believe in building the interest of a mother in her children's school. We get the mother out of her rut. We give her a reason to get up in the morning. It makes her a better mother."

"We have a mother with eight children . . . and another on the way. Her husband left her. She's a wonderful person and needs our help. If we get her and that home in order, we will get her children in order."

"We cannot salvage the children if we ignore the home."

"One of our greatest concerns and a primary target is the 'kindergarten mother'. There's no enthusiasm like the enthusiasm of a young mother with her first child' in kindergarten! When we build on her enthusiasm, we lose very few in that family."

"This is a team effort—social workers, teachers, principals, attendance officer, counselor, visiting nurse, and many more."

"Mothers of children in these schools don't even have calendars or alarm clocks! If they can't keep an appointment or get their children to school on time, there could be reasons."

"We try to obtain the services of a qualified homemaker to substitute for the mother who is temporarily unable to fulfill her role as a mother."

"Some of these youngsters sleep four to a bed . . . or are kept awake till 4 in the morning when the father comes home drunk and gets involved in a family argument. Wonder why they don't show up in school the next morning?"

"When we show concern, THEY become concerned."

The social worker is where the action is.

They go where the action is—into the home, onto the streets, into the minister's study, to the juvenile court . . . any place where a helping hand is met with a hand that's outstretched for help.

They get involved. They find boots for youngsters with freezing feet . . . clocks to get them up and to school on time . . . ways in which girls can help their working mothers. They mix with the children and their parents . . . the principal and teachers . . . the minister, priest and rabbi . . . the judge and lawyer . . . counselor and court referee . . . the doctor and nurse . . . anyone who has contact with a child in need of help. They visit homes of children who are absent from school excessively, those who show evidence of tensions in the home or suffer from the lack of food, clothing and medical care.

These are the grade school social workers, educated for a new kind of work in the Toledo Public Schools.

There are three social workers identified to three schools with a total enrollment of 3,000. The workers are devoted heart and soul to "helping others help themselves." This is the very heart of the neophyte grade school social worker program, funded by the Federal government and in its fourth year.

A new, rare talent for the public schools.

The social worker serves as a radar system for the schools. Her eyes, ears and instincts are tuned to the youngsters' problems. Never before has the Toledo schools been able to capitalize on this rare talent.

She watches behavior patterns which indicate signs of maladjustment. These are signals to see the parents, talk to the teacher, confer with the principal or check others inside the school system.

Social workers meet with each other, openly discussing problems and coming to co-operative solutions and understandings. Histories of the children are studied and observed closely on a day-to-day basis.

School social workers are trained professionals. They are experienced in case work and/or agency activity.

They have created a new kind of triangle. The three-sided service pulls together the youngster, the parents and the schools. The social worker is the catalyst.

The youngsters' needs and deprivations are many—lack of clothing, poor nutrition, unstable home life, illness, and a lack of basics which many youngsters in other parts of the school system take for granted.

Maladjustments often are due to a high degree of mobility with families moving from one school district to another or from city to city.

Youngsters show withdrawal, hostility to authority and other characteristics which follow a "maladjustment profile."

Children in grades 1 through 8 are eligible for social worker assistance. In addition to having an attentive ear when they need it, the children (if they are girls) take advantage of "charm school" where they learn how to attend to their hair, nails and cleanliness; how to dress appropriately and, most importantly, how to get along in a socially-oriented world. This can mean a job some day. They learn of child and infant care which may lead to baby-sitting jobs or will help them assist their mothers at home. They are taught cooking and safety in the home. There is sex education. They learn how to sew, make beds, wash clothing, take care of furniture, care for garbage and prevent rodents, roaches and ants.

Boys are taught public manners, first aid, responsible sex life, how to repair screens, windows and other items. They learn about lawn care, light plugs, painting and plastering.

A bridge is built between school and home.

The parents—generally the mother—are built into the program, too. The mother, in turn, becomes a kind of caseworker on her own.

In many cases, there is a lack of understanding by parents as well as the children about the role of school and the importance of education for a livelihood and enrichment of life. The bridge between school and family is most important.

To help alleviate the clothing problems experienced by many children, for example, sewing classes are offered to mothers. They also participate in workshops for flower arranging. They have holiday parties. There is "Tastorama" where they learn new, practical and attractive ways to prepare economical meals. They have picnics (a new experience for many) and gift exchanges plus other activities which make them part of the school-home-community relationship. Group sessions on topics related to mental health and wholesome family relationships are conducted throughout the school year.

All of this makes the mother part of the action," commented one social worker.

Goal of the program: Educate the young in a trouble-free environment.

The program's goal is to promote understanding of the school's purpose, increase interest in education among parents and students, and educate the young in as trouble-free an environment as possible.

The program creates understanding by the child of his own problems and makes parents, teachers and school administrators aware of youngsters' troubles.

Efforts are made to keep the youngster in school when his educational longevity is threatened, usually by problems at home. Social workers battle absenteeism. They help the teacher and other school personnel understand outside-the-school factors that affect the child's behavior.

The program is built on the premise that help for severely disadvantaged children can best be given at the school and extended to the home. This help must be extensive and concentrated. It cannot be a now-and-then thing.

Families in low income areas have contacts with social agencies and social workers, but there still is a need for specialists who provide COMPLETE attention to problems of the child, the family and their relationships to the school.

The program is flexible, not saddled by procedures and rigid rules. It allows a social worker to attack a problem quickly without having to cut through a maze of procedures which could slow the action.

"I don't know how we ever got along without these women," commented one educator as he discussed the social worker program. "We could use many more."

"Judging from the salvaged lives, and dividends from this investment in humans, the program is destined to succeed on the strength of its accomplishments alone."

Dr. Dick. I could talk many hours about the parent aid program. We have over 300 parent aides. We make the requirement that the parent aide come from the school community where he lives and where his children attend school. I have never seen such inspired, dedicated individuals as these parents. It not only helps the children, but it helps the entire family life community.

(The document referred to follows:)

Helping Teachers Teach—Paraprofessional (Teachers Aide) Program

Times and Children have changed. The classroom has changed.

Some children need special, individual attention if they are to be saved for society and for a life that is not wasted.

The Federally-funded teacher-aide program recognizes the changes in our society and focuses attention on new needs of the classroom teacher *and* some of her pupils.

"Even if we touch one little life and save it for the future," commented one teacher, "then we know we have accomplished something."

The program is an investment in people—the teachers, the parent-aides, the pupils.

It opens the schools to the parents who, in the role of teacher aides, see and recognize in-the-classroom problems. By helping solve them, ties become strong.

"She's an extra head . . . and an extra set of eyes, ears, hands and feet."

That's what one Toledo teacher said about her aide.

The help of a teacher's aide often can be the difference between an education for a child or a dropout.

Aides free teachers to spend extra time with youngsters who have emotional and/or physical problems . . . those who have difficulty in learning . . . some with disrupted family ties or deprived community life. It allows the teacher more time for actual classroom preparation and instruction.

"Aides certainly don't replace the teacher. But they come awfully close to being one."

So commented a classroom visitor.

Aides take attendance and collect milk money . . . correct papers, record grades and file papers . . . put up and take down bulletin board displays, and design new ones . . . operate projectors and run ditto machines . . . mix paint, cut papers, make charts . . . walk the youngsters to the playground . . . answer a child's question about a math problem . . . read a story . . . listen to a little boy telling about that picture he just drew.

Whether such duties are called clerical, housekeeping, supervisory, technical services or supplemental instruction, the role of parents as teachers aides are a new-found diamond mine.

Teacher Aides "Save" the teacher "Save" the teacher? Yes, indeed.

Aides are, in a way, similar to the relief pitcher in baseball . . . the substitute in basketball and football.

She "rescues" the teacher from the weariness and discouragement which can run down the batteries of even the strongest classroom instructor.

Thanks to her aide, the teacher can stretch her patience and warmth to the end of a day and maybe beyond, reaching youngsters who once were not reachable.

Teacher Aides are taught to teach . . . and to understand . . . and to care.

Teacher aides go to school, too. They learn many techniques in a 20-week program, coordinated by the Board of Education's Family Life Center.

This is a laboratory where future aides can observe (through one-way glass) how children act and react to day-to-day situations and to each other.

They learn (in lectures, laboratories and discussion periods) how to handle sex education, discipline and nutrition. They discuss family activities, problem solving, self-understanding and the feeling of security and adequacy within a child. They learn how the youngster reaches an understanding of himself, his goals and life's values.

Aides spend time on such subjects as "Television and Your Child" . . . "Customs of Families" . . . "Constructive Attitudes Toward Change."

Aides become genuinely sensitive . . . to needs of the children and their teachers. They radiate the love and understanding which children sense by instinct.

The result: A more contented, happier child who becomes teachable rather than a candidate for the Drop-Out Society.

"When it's over, we understand Children's needs and their behavior."

That was a comment from an aide and her experience after training.

When the course is ended, the aides have gained . . . and so will the children and teachers with whom they work.

Her learning part of the program helps the aide immensely when she moves into the classroom to work with children. She has learned to listen, offering her attention which youngsters so sorely need and seek.

Dr. DICK. Elementary libraries.

Five years ago, we did not have an elementary library. Today we have 52. Some of them are funded by title I, and others because of the impetus of title I, are funded by general fund moneys. So it has been good seed money.

It has raised the aspirations level of the city. Job motivation, where we take youngsters and provide job opportunities for them, and keeping children in school are important.

Children from the central city get a week's experience at camp and have educational activities with relationship to those camping activities.

Outward Bound, where we are trying to teach individual leadership, taking youngsters and developing leaders. One of the problems we have is to develop strong leaders in the Outward Bound.

(The documents referred to follows:)

THIS IS THE STORY OF: "OUTWARD BOUND"—TOLEDO STYLE

LEADERSHIP, CONFIDENCE, NEW CHALLENGES

What to do with boys with leadership qualities?

Can they be strengthened with new challenges?

Can a boy be helped to "see himself" through new eyes?

Can a young man increase his confidence?

Can he learn to work and live with people who are strange to him?

The answers are "Yes" . . . and they come via a unique program that's funded by the United States government and operated locally by the Toledo Public Schools.

Boys from the inner city of Toledo are finding character enrichment, thanks to the schools' participation in the nationally-known "Outward Bound" project.

From the middle of May and into September, young men from Toledo's inner city schools travel to Colorado, Maine, North Carolina and Minnesota. Each has an experience with a kind of adventure he could only dream about if the money had to come from his family, relatives, friends or some benefactor. Groups of boys leave Toledo regularly during the spring and summer months, joining others from across the country at places with such names as Marble, Hurricane Island, Morganton and Ely.

Each boy comes from the core area of the city. Each is recommended by his counselor, principal, coach, and/or some other person who knows him well.

He is the kind of boy who shows leadership qualities. Some are athletes, but most are not. Each must pass a physical examination and come equipped with an inquiring mind and adventuresome spirit.

It provides leadership, training and a toughening process for 40 young men. They hike, camp, climb mountains, wade streams, sail, run, study, talk, live off the land and use their instincts.

Said one youngster:

"Being on a whale boat for four days with the same 12 boys around me made me aware that these kids, who seemed so different from me at the beginning, were now my close friends. We leaned on each other's shoulders during the cold and windy nights. There wasn't anyone there to tell us what to do. We had to rely on our own resources to make any progress."

COMMUNITY LEADERS HELP FUTURE LEADERS

The boys are confronted with anxieties and danger . . . . emergency situations and burdens . . . the terror of the sheer drop of a cliff and the perils of deep, rough water.

They learn how to use their skills and strength . . . they learn to be tenacious and nimble . . . to work as a team and to do their very best.

Said one boy: ". . . you will never again . . . be afraid to try "

Said another:

"Where I come from, Honor frankly ain't no big thing. For me, at least on that point, I've changed the most."

Toledo boys who experience this bout with nature come back strong physically, mentally, emotionally and spiritually.

Coordinators of the Toledo program point out that such strengths build qualities which are sorely needed among student leaders in the public school system.

Said one adult counselor: "We simply carry out the mandate of the boys themselves. They ask us: 'Please make use of us.' "

A national leader in the Outward Bound program described it this way:

"It's designed to protect youth against a diseased civilization. Three decays surround the modern youngster—the decay of care and skill; the decay of enterprise and adventure; the decay of compassion."

A special advisory committee of community leaders works in behalf of the Outward Bound effort, contributing time and funds. As a result, youngsters from community agencies and other segments of the city are able to share the experience with young men chosen from the school system.

Studies of the program indicate pure enthusiasm by the boys themselves and the adults who accompany them on the trips or work with them at home.

The boys' comments are testimonials to the type of character-building experience provided by Outward Bound. Leaders of the program believe that strengthened leadership qualities of the participants and the training they experience on trips will "rub off" on others with whom they come into contact in future months and years.

FORSTROM
WARE
CHILDRESS
GOOLSBY
TIGGS
BRAZZEL
GARCIA
MATHIS
TALLEY
BODWAY
SEQUIN

AUTMAN
TATUM
DeGROFF
CRENSHAW
LEININGER
FULTZ
HOLSTON
FEEBACK
MATECKI
BRANDSTUTTER
TRESTAN

IRBY
PAPP
ACHTER
KUB[illegible]CK
RODRIGUES
BLUM
FREIMAN
KERNER
CRAYTON
SAVAGE

BEHIND EVERY NAME

(A NEW LIFE)

TOLEDO PUBLIC SCHOOLS

The names represent real people . . . just 32 of many hundreds who multiply their interests and skills in the Toledo Public Schools via the teacher-aide program. Read on . . . and learn some of the ways the program has touched *their* lives as well as the life of each pupil and teacher with whom they work.

A look at the Family Life Education aspect of the Toledo Public Schools' Paraprofessional Program (teacher aides) . . . funded by Title I, Elementary and Secondary Education Act, and the Department of Education, State of Ohio (Disadvantaged Pupils Public Fund).

"She helps the teacher . . . she helps the pupil . . . but just as important . . . she helps herself and her family to a new life."

Three years of experience have shown that the classroom teacher and pupil are not the only ones to benefit. The teacher-aides themselves often have been transformed from discouraged persons into strong individuals who have come to respect themselves and, more importantly, problems of the classroom teacher and the pupil.

Mrs. Mary Ford, training coordinator for the program, points out that one of the most important aspects of the entire project is ". . . to create strong individuals and a renewed self image in the aide."

She continues: "The Family Life Education training program is designed to help the aides and their families as well as the children in the classroom."

It has motivated the teacher-aides themselves to continue school. Fifty such cases have been recorded.

The program strengthens the teacher-child-aide relationship which, in turn, rubs off within the community. There is no better testimonial for education than a parent who has lived in a classroom from day to day, observing the basic problems (many of them disciplinary). Each aide has at least one child enrolled in the school at which she works.

"Now I know what a teacher has to put up with," said one aide who has returned to school herself. She plans to be a teacher.

"Gee, I never knew what she (the teacher) had to do," said another.

But before they can become teacher-aides, the women must weather an intensive training program. Then, they must "keep up" by reading, attending refresher sessions and participating in other programs conducted with the assistance of Federally-allotted funds.

"Actually," said one educator, "we give the parent-aide a good reason for getting up in the morning. That's something that wasn't usually true before she was hired."

The aides find their educational missions so important that they take great pride not only in what they do but in their personal appearances, as well.

For example, Mrs. L was overweight and lost interest in life. She had no motivation. She was a school dropout. After being hired as a teacher-aide, her self-esteem was nurtured. She returned to night school, earned her diploma and now is considering enrolling at the University of Toledo. She shed 30 pounds, worked out a new hair-do and feels that she can better solve her problems.

Mrs. S had lost her husband and was depressed to a danger point. The life of a parent-aide returned her to normalcy and put her on the road to readjustment. She recently remarried and has been transformed into one of the system's outstanding aides.

Mrs. J had a husband incapacitated with heart disease. She lived in a problem-loaded home. The family was poor, lacking even the basic necessities of life. Now she uses her teacher-aide salary to provide for her families' needs and, with additional financial assistance, attends the University of Toledo. Her work as an aide is rated excellent, primarily because her problems and those of the children form a common ground of understanding.

Mrs. F is rated as "quiet, works well with children." She had lost her son in an automobile accident. Her husband is between hospitals in Toledo and Ann Arbor with a serious illness. She is her own sole support. Yet, with all of her problems, she has built an excellent attitude, works well with children and finds that her work is mental therapy.

The program multiplies itself in the homes of the aides.

In the case of Mrs. L, her daughter was introverted. But when she brought home what she had learned in the classroom, she was able to help her daughter and create a motivation. The daughter today does well in school.

In other cases, school-taught mathematics can be applied to budgeting in the home, interest payments, pricing, food costs and even the management of time.

School administrators must make rounds of each of the 27 participating teacher-aide schools several times during the year, observing how the aides are functioning with the teachers and pupils, suggesting new methods, and hearing suggestions. There are conferences with the aides, teachers and principals. Sometimes there are meetings with the children.

Teachers and parent-aides participate in in-service meetings together throughout the year.

"Some of the discussions we have among ourselves are real dandies," said Mrs. Ford. "But they go such a long way to establish the kind of 3-way rapport which we must have between the aide, the teacher and the pupil. The discussions help us establish a feeling of security among the aides. We find that we must create positive attitudes and overcome deep-seated defeatist attitudes." The program has created a multitude of side interests among the aides.

Most of them become avid readers, for example. This is a big assist to them personally and in their jobs.

Books are available to them, including such topics as "Children—Their Ways and Wants" . . . "The Culturally-Deprived Child" . . . "Television In The Lives of Our Children" . . . "Mothers and Daughters" . . . "How Babies Are Made" . . . "Everyday Problems of Boys and Girls."

Helping, learning, cooperating, carrying knowledge to their homes—these are the happy by-products of the teacher-aide program.

One teacher summed it up amply when she said: "They (the aides) are walking public relations programs for the entire school system and testimonials for self-made personalities."

Dr. DICK. I believe Congressman Quie has the pamphlet on the unteachables. This is a fantastic program. We took 39 boys. They had either been in prison or in jail or industrial school. We have salvaged 38 of the 39. With special teachers, teachers who are compassionate and understanding, we have salvaged these human beings.

(The document referred to follows:)

THE UNTEACHABLES: THE STORY OF A TEACHER, 11 BOYS AND HOW THEY ARE BEING RESCUED FROM THE DROPOUT SOCIETY—A STORY OF A PRE-EMPLOYMENT PROGRAM—A STORY WITH A HAPPY ENDING—A STORY OF THE TOLEDO PUBLIC SCHOOLS AND THE SPECIAL CLASSES FOR "UNTEACHABLES"

IT'S AN UNUSUAL CLASSROOM. BUT THEN . . . SO IS THE CLASS!

The textbooks dwell on such subjects as muscle-building, first and second grade reading, mechanics and other earthly subjects.

The teacher picks up his class every morning in a station wagon to be sure some of his students don't oversleep or skip class.

The classroom has barbells, motors, a shoe-shine stand and cartoons on the wall. One student has a beard; another has hair to his shoulders; some have been in jail.

The teacher has the zeal of a missionary. He uses what must be some of the most unorthodox teaching techniques in the Toledo Public School system, but he is salvaging lives and spirits.

". . . LARGE DOSES OF PATIENCE . . . A GREAT DEAL OF UNDERSTANDING . . ."

Forged by a close teacher-boy relationship, large doses of patience and a great deal of understanding, this is a class of 11 boys who are on the road to being useful citizens. A year ago, they were written off as "unteachables."

In a program supported by State funds, this special class for incorrigible boys has emerged from an 18-month test tube period toward maturity and, hopefully, permanency.

The teacher is William Weber, physically husky and mentally nimble. He does not teach in the normal sense. His entire classroom approach is different, geared to a type of student who needs special attention if he is to be saved from the Dropout Society and its hopelessness.

ENGINES AND TELEVISION SETS, BLUE JEANS AND T-SHIRTS . . .

The classroom has "interest corners" where the boys work with engines, television sets, small appliances, scientific apparatus and anything else that will fan a spark of interest.

The students don't dress conventionally. They come to school in blue jeans, T-shirts and anything they consider comfortable. All have been expelled from the public school system. All were in trouble of some kind before they were enrolled. One was convicted of rape; another for auto violations; one for carrying concealed weapons. The list of rebellion against society goes on and on.

"EACH BOY FINDS AN INTEREST . . . THIS IS WHAT WE MUST APPEAL TO . . ."

"Each boy finds an interest here, and this is what we must appeal to if we are to teach him what he needs to be a useful citizen," says Mr. Weber.

"Our hope is that the boys will read and study on their own. The spark is there. We fan it."

"We prepare lessons to suit each boy. We search out the bad experiences which the boys have had and try to make them like what they didn't like at one time. We find that they tend to dislike things they don't understand. We help them understand all subjects and go from there."

One boy with an IQ of 110 was in rebellion against his high school gym class where he refused to take off his shirt. (His back is covered with a skin disorder, and he was embarrassed by it). He also resisted courses which, he claimed, would not equip him for what he really wanted to be—a motorcycle mechanic. Now he is well on the road to that occupation.

"We have never had a discipline problem. We have never had to touch a boy in anger," comments Mr. Weber.

CORNERS FOR BODY BUILDING AND GEOGRAPHY, GOOD GROOMING AND MOTORS AND RADIO-TV

In a "body-building corner" there are weights and exercise equipment.

At a "geography center" (a huge map of the world) the boys make a game of the subject—something which most of them detested at one time. When the boys enrolled, they didn't even know where to locate any one of the states!

"They choose up sides and compete with each other. We make a game of it. Now they know their states AND their cities," Mr. Weber comments.

There's a "good-grooming corner" where the boys shine each other's shoes and build pride in their appearances. It's equipped with an electric razor and mirror, as well. Many of their homes had no such facilities!

There's a corner where the boys can work on motors and engines, asking questions as they go and consulting elementary books in their library. Corners also are set up for TV, radio and phonograph repair.

Teaching techniques are unorthodox.

For example, the boys designed and built model planes, then traveled as a group to Wright-Patterson Air Force Base and Museum at Dayton, Ohio where they learned about aircraft firsthand and applied their classroom knowledge.

They visited Greenfield Village at Dearborn, Michigan together to learn about history. They went to the Port of Toledo to learn geography and jumped into the teacher's station wagon to visit an upriver ice jam, learning some science from Nature herself.

"We learn by following our curiosities," says Mr. Weber.

Baseball is used to teach mathematics! The decimal system is taught by showing the boys how batting averages and won-lost percentages are calculated.

LIBRARY INCLUDES "POWER FOR YOU," "POPULAR MECHANICS," FIRST GRADE READERS

In the classroom "library," the boys dig into such magazines as "Popular Mechanics," "Wrestling Guide," "Power for You," "Hockey Wingman," "Air Conditioning" and first grade readers. In THIS classroom, the boys can read these books without being embarrassed or taunted.

Activity corners also are set up for small appliance repair, automobile mechanics, wood working and creative drawing. A "science corner" has a microscope where the boys may explore on their own.

Economics are taught in a unique way, too.

"Every boy wants to buy his own car," says Mr. Weber. "But he also must be impressed with the fact of life that it costs money. He most likely will have to borrow to get a car. This is a way we explain interest rates, the importance of a job and a regular pay check."

"GRADUATES" ARE PLACED IN JOBS; SOME PLAN RETURN TO REGULAR SCHOOL

"Graduates" of the incorrigible classes are placed in jobs. Some of the present students work part time. Others plan to return to regular school.

One former student now is at DeVilbiss High School, learning electrical repairing. Another is in an auto supply parts department. One entered the Navy, even though he had only one year of high school. However, he was tutored in this classroom, passed his tests and writes to Mr. Weber regularly. He has found his niche and plans to be a structural engineer some day.

One graduate is certified in Ohio as an expert electric appliance repairman. Some boys go into the work-and-learn program, also sponsored by the Toledo Public Schools. One is ready for an adult welding class.

TEACHER GOES INTO EVERY HOME BEFORE HE BEGINS CURRICULUM

Before he begins his curriculum, Mr. Weber goes to every home and meets every parent.

"We cannot pre-judge the boys by their school records. Broken homes and unusual circumstances are involved in their backgrounds, making them what they are."

One boy could not read. Many parents are divorced. Some boys experienced daily upsets at home. One would go fishing every time he saw his mother leaving the house with "other men."

"I was too upset to go to school. I couldn't think," he said.

One boy was described as "fighting all the time" before he enrolled in this class. Another was severely beaten in a fight. The parents of one "gave him everything," including an automobile. Yet, he was picked up by police one night with a spiked ball bat in his car, along with knives and other weapons.

TEACHER IS FORMER WRESTLER AND FOOTBALL PLAYER, EARNS RESPECT

Although not interested in talking about himself, Mr. Weber is the picture of a boy's leader. Big and strong, he is a former wrestler and football player. He himself is married and has four children. He left a lucrative business to teach this class.

A DeVilbiss High School graduate, he was with the United States Air Force during the Korean War, was a program director at a local neighborhood center, taught at a poverty area school, and worked at the local Child Study Institute. By size, background and action, he earns respect.

Whatever the ingredients, Bill Weber and his boys are a mix which is saving youngsters from the Dropout Society and, possibly, a life of crime.

HAPPINESS IS A LIBRARY ALL YOUR OWN

Full-blown libraries for elementary schools?

In Toledo . . . thanks to the Toledo Public Schools, together with Federal and State funds . . . the answer is yes.

Whether they be called "Resource Study Centers" or libraries, there are 17 of them in Toledo's elementary schools, helping youngsters to enrich their lives and stimulate their mental growth.

Funded by the Elementary and Secondary Education Act, the libraries were born three years ago in an effort to help disadvantaged youngsters. The effort is operated with State funds, supplemented by contributions from the Toledo school system, Parent-Teacher organizations and other private sources.

These are honest-to-goodness libraries within the schools. Empty rooms and yawning shelves have been turned into live, knowledge-building areas where youngsters can browse, read, learn and observe.

"WE HAD TO START FROM SCRATCH"

Educators explain that most of the centers started from bare walls and volunteers, mostly mothers from the school in each neighborhood.

Under the present plan, each in-school library must be in what the government considers an area with a certain percentage of poverty-level families. Each library is started with a room, state-supplied shelves and card cases; books, and funds to buy more.

All materials at the learning centers circulate within the library itself, in the classrooms and the students' homes. Pupils AND teachers use them. Each library is self-sufficient and has its own regulations. It is staffed with a paid aide and supervising librarian. A training program has been established for library aides.

"A NEW DIRECTION IN LIBRARY SERVICES"

Libraries today . . . even at the elementary school level . . . aren't what they used to be, comments a veteran librarian.

The new centers are "multi-media," incorporating new sight-and-sound materials. In addition to books, there are films and film strips . . . recordings, picture sets and pamphlets . . slides, transparencies and tape recorders . . .

"BOOKS ARE PART OF THEIR LIVES . . . OVER AND OVER AGAIN"

Total circulation of books and other items within the elementary school library system reaches as many as 27,000 at Jones Junior High School where 720 youngsters from grades 5 through 8 take advantage of the facility.

At Nathan Hale School, there's a circulation of 29,000 materials among some 1,100 pupils.

Teacher comments are enthusiastic. Said one principal, now retired: "In all of my 41 years, this is the most exciting development of all."

Principals, parents and pupils agree on the joys of the library concept.

It places learning just a few steps away at all times. There's no need to be without that extra bit of information which often makes the difference between an effective and a passive pupil.

The facility accumulates additional educational mileage after hours, making itself available to pupils for "home work," especially when the home is not always the best environment for evening study. Special tutoring services also are available.

"OPERATION JOB TRAINING AND MOTIVATION"—GOVERNMENT-FUNDED (ELEMENTARY AND SECONDARY EDUCATION ACT . . . TITLE I ESEA) OPERATED BY THE TOLEDO PUBLIC SCHOOLS

A comparatively new program, "Operation Job Training and Motivation" shows great promise. As its name implies, it trains and it motivates.

Classes are conducted during the summer at Toledo's Macomber Vocational High School five days a week, 3½ hours each morning, for 125 youngsters. Each student completes 122½ hours work during the summer.

The project involves eighth graders who will be enrolling in high schools in the fall. Each gets a unit credit, helping him get "one up" on credits when he enrolls in high school.

The program is restricted to youngsters from inner-city schools. Each student is screened and recommended by his grade school principal and/or counselor.

Getting that extra unit credit and an experience in a vocational setting are expected to diminish the chance that the youngster will drop out of high school as a freshman. Additionally, each gets a running start on a vocational specialty.

"It's anti-discouragement medicine," commented one educator.

"It's a little bit like Linus' security blanket. Most of these kids basically are destined for vocational training anyway. We are trying to get them there and prevent dropouts. It gives the youngsters a leg-up, something that is very important for these students."

Courses are taught in typing, wood shop, appliance repair, auto mechanics, auto collision service, machine shop and welding.

One encouraging sign, according to David J. Krost, Macomber principal, is that some youngsters are only half sold on vocational education when they enter the program but, after a taste of it, want to go on.

Attendance has been excellent, even though the program is voluntary.

The project is well organized academically in Toledo because regular Macomber teachers and administrators continue working through the summer. The program is organized and operated by veterans, seasoned in the vocational education field.

"We cannot lose sight of the basic goal in the program," commented Mr. Krost. "It will enable these kids to prepare for and accept employment. It motivates them to complete high school."

"We try to get them to recognize that there is dignity in working with the hands . . . that it's fun and rewarding. We are trying to sell these youngsters on vocational education. We are creating a pool of kids interested in this kind of thing. Once they are on a job some day, they will want to get smarter and continue other forms of education."

According to the outline of objectives for the program, it is designed to "develop positive attitudes toward education in the community . . . develop interest in school . . . to decrease the dropout rate . . . motivate (youngsters) by showing that additional education is beneficial, mentally and financially . . . motive preparation for gainful employment . . . encourage development of salable work skills . . . create a proper attitude toward work . . . emphasize (the need for) personality, punctuality, responsibility, proper dress, competency, reliability and integrity."

Mr. QUIE. May I ask you about this program? From what I see in the brochure you have here, it looks like a fantastic program.

I see that it has worked with 39 students. Have you found anything in this program with those 39 students that you feel you ought to provide for a larger number of students?

Dr. DICK. Absolutely. We have hundreds of youth in our city that should have this program. The key, of course, is getting an individual teacher who has the understanding, the sensitivity, and compassion.

We rented an old building, a store front some people might call it, for this program. I would say in Toledo we got a program not only for the boys but for the girls.

But we have demonstrated success. This is one of the things that I am pleased to report to you, that title I moneys have given us an opportunity to try ideas, and it has been successful.

Mr. QUIE. You say the teacher goes into every home before he goes in and begins a curriculum. That is with those 39 boys. Have you expanded that to having teachers go into the homes of the other students?

Dr. DICK. We tried this at two elementary schools, and the parents love it. They told us that that could not be done in the city. This is not true. Parents are parents, and if our schools can get closer to them—that is our idea of Outreach success.

We call our programs that because we think we are in the business of success. The closer we get the school to the community, the better we will be.

We are going to expand this next year to include the same type program for girls. But I will admit that it takes a very unusual type of teacher to work with these youths. They have been in jail, in big trouble, but we salvaged 38 out of 39.

Mr. QUIE. Did you find the special students, or is there a way of training them?

Dr. DICK. You just have to find them.

Mr. QUIE. You can't train just any teacher to do this?

Dr. DICK. No. For instance this man got up at 5 in the morning and took the boys to Detroit to a museum, they stayed there all day and did not even get home until 11 or 12 at night, and the next morning he was on the job.

He goes camping with the boys and so forth. They came to my office, and if you had seen them after the program, you would never have believed they were in such difficulty before that.

This is why our schools have been open. One of the reasons I think is because we have been able to help the disoriented youth and we have hundreds of them in the city.

Mr. QUIE. Are these the same young men who were in the Outward Bound program?

Dr. DICK. No. In Outward Bound, we use a little different type of youngster. We have been on that program for 3 years. But it is an amazing thing. We must develop leadership and the Outward Bound program is an attempt to develop leadership for the future.

Mr. QUIE. This is a regular outward bound program, and I take it title I money is used for that?

Dr. DICK. We also get money from private foundations in Toledo to help with expenses.

Mr. QUIE. I have to go to another committee, but I want to ask another question. When you mention about the reading, I must say you have done a tremendous job of putting your concepts into brochures which are easily understandable, and I think they are quite inspiring, but what are your priorities and your pre- and post-test results?

Do you have those available?

Dr. DICK. In my statement, you will see a reference to it.

Mr. QUIE. In the blue cover?

Dr. DICK. Yes.

Mr. QUIE. What page are the scores on?

Dr. DICK. I don't have the scores listed there, but I will be glad to send them, but I do have what happens with remedial instruction.

We have shown that it is possible through remedial instruction to increase the growth level. For example, in 25 hours of special instruction, we have increased the reading scores by 1 year.

We have had 1 year's experience with this. We are this coming year going to take four schools in the poorest areas of our city and pour all the resources we can to see if we can raise the entire level at least 1 year, every child growing a year.

That is our goal.

We have zeroed our title I moneys into 15 concentrated schools, 85 to 90 percent of our money goes into 15 schools, although 31 schools qualify.

So we take the 10 percent and use it in other area schools. But our emphasis on the reading issue will be in four schools where we are going to try to duplicate what we have done in other schools, but we are going to try it on an entire school basis.

Mr. QUIE. Have you found a difference in the tests, and do you have preferences for any one of them?

Dr. DICK. We have used various tests and have even attempted to to develop culture-free tests ourselves. We are going to pre-test them in September and post-test them in June in these four schools.

If our approach does not reach our expectations level, we will change approaches the following year. We are not hemmed in because we make an approach one year, that we have to continue it another year.

But I do think the fact that we have had remedial instructions, we have had small groups, three or four children, and in 25 hours of instruction, of concentrated work increased the scores one year.

This gives a basis to attempt this on a larger scale. We know that the reading scores in the central city, of the poor, are lower, but this is because then of some other reasons.

Mr. QUIE. Are you doing the same thing with numeracy, to bring them up in math?

Dr. DICK. We have not entered into that field at this stage. You see, I think the thing we have learned, title I came on us very fast, and many of us crash programed, but now it is a settling down process, and I am so encouraged that Congress is considering a 5-year extension so that we can have long-range plans.

This will help us. To think where we were 5 years ago and where we are today is fantastic. It has pumped new life into the cities.

After World War II the members of this committee know what happened. People moved to suburbia, and the leadership went to suburbia. Now we are restoring that leadership back in the cities.

I think this is one of the great hopes of American education, that Congress can provide us a chance to restore the cities. Cleveland had libraries, for example, in all their schools 40 years ago, and lost them.

Mr. QUIE. You looked at the formulas and the amount of money that other States received as compared to Ohio in title I; what is your reaction to it?

I don't have the figures in front of me now, but I have worked with them enough to know that Ohio is very low in the States of the Union in the amount of money they receive under title I.

Under just about any other formula you could use, Ohio would receive substantially increased amounts of money.

Dr. DICK. Children are children, whether they live in Ohio or they live in some other State. They have needs. I think educators more and more are looking particularly to the large cities where the great needs are in education, and whether they reside in—Ohio or New York or Alabama, that is not the important thing.

In our city, we are about 14 percent as far as the formula for qualifying for the poverty level in the city. This is increasing.

You see, what we are finding in the large cities is that the number of children on the dependent list is increasing, whereas in the suburban areas it is decreasing.

Ten years ago in our county, we only had 82 percent of the ADC cases in our school system. We now have 92 percent. It is because of housing.

Mr. QUIE. If we can get the family assistance program adopted in the Senate, there will be a standard criterion all over the Nation, and it will help in title I in making a fairer distribution of the money.

Dr. DICK. I won't lead the committee to believe we have all the money we need. All I want to report to you today is that the money we have had, we appreciate, and I think we know how to use the money, and use it wisely.

Mr. QUIE. We will never provide as much money as you need, but I want to make certain the money is fairly distributed among the States that we do provide.

I am heartened by what you have done, and I am much more enthusiastic about title I of ESEA. If other schools were doing the same job you are doing——

Dr. DICK. Five years ago, I did not have a gray hair. I have some now, but it has helped the children of our city. We went to the voters last fall and we got the highest percentage of votes we have ever received in the city.

The CHAIRMAN. Go right ahead with your testimony.

Dr. DICK. Thank you.

We also, of course, have been able to stimulate better means of teaching, through team teaching. We must reorient our staffs, and title I gives us an opportunity to try some ideas in the summer, summer team teaching.

Special education for the retarded and emotionally disturbed. Here again we are able to help children.

Stimulating programs in Operation Recovery. Youngsters who have lost credits in the freshman and sophomore years, we are able to help stay in school.

(The document referred to follows:)

OPERATION RECOVER

(Funded by the Government under the Elementary and Secondary Education Act (title I, ESEA). Operated by the Toledo public schools)

How would you help a high school student recover the loss of academic credit and strengthen his academic weaknesses when there is a lack of fundamental knowledge or skills?

How would you encourage a potential high school dropout to remain in school?

How would you motivate him?

How would you teach him study techniques and basic learning skills, enabling him to continue in school with the hope of achievement and graduation?

The answer is based on a program which has been rolling along successfully for three years in the Toledo public schools.

Youngsters from four Title I city high schools voluntarily attended classes to sharpen themselves for the new fall term. Most had failed subjects in the 9th grade; others had low grades or were under-achievers. The youngsters were recruited and screened for the program upon their counselors' recommendations.

Classes in English, science, mathematics and local government were provided.

Three teachers were assigned to each of the four subject areas. Class size was held to 18. Each student participated in three hours instruction each day and was enrolled in three classes.

The six week summer program included field trips, exposing youngsters to an education experience which is not normally theirs.

In keeping with the stated purposes of the program, "Operation Recover" is stengthening fundamental skills, motivation, study techniques and the other ingredients of a school "stay-in."

Dr. DICK. Our emphasis has been to be on the move, and be aggressive with programs.

In conclusion, in my brief remarks, you will find then in the package the publications we distribute to our public on how we spend the title I moneys.

I know many times people wonder, Where does the money go? We have this available to the public. I hope you will take an opportunity to look at our brochures, because we have followed a policy in Cleveland of doing the program and then talking about it.

We have demonstrated that there can be success in the use of Federal funds.

I would be happy to answer any questions you might want to direct to me.

The CHAIRMAN. Without objection, the brochures will be inserted in the record.

(The documents referred to follow:)

YOU CAN'T SIT AND BE FIT—A NEW KIND OF SUMMERTIME ENRICHMENT PROGRAM FOR YOUNGSTERS

Timothy said:

"I like shooting bow and arrow . . . and swimming."

"What didn't I like about the camp? I didn't get to stay long enough."

John answered:

"I like swimming . . . I hate to sing."

Said Gary's parents: "There was and is a great change in Gary. He talks more now . . . about boating and horseback riding and basketball."

Said another parent: "Now he talks about everything. He was so wound up about the trip it was hard to get him to go to sleep."

These comments from children and parents speak volumes about a new program in the Toledo Public Schools, using physical activities to supplement the summer academic program for inner-city youngsters.

Stressing gymnastics, swimming, trampoline, bicycling and camping, teachers work with children all summer long on the time-tested premise that all work and no play, indeed, do make Jack and Jill a dull boy or girl.

Over 3,000 youngsters could be seen during the summer months at the six elementary centers, enjoying supervised outdoor activities under the eyes of certified teachers and student aides.

At Glenwood and the other centers, youngsters could be seen in gymnastics, swimming in portable pools, bounding on the trampoline, and gathering for camping trips, bike hikes and other activities.

Many youngsters were taught to swim at six pools through the "Swim For Your Life" program. Youngsters were taught basic water safety skills to make them reasonably safe in, on, or near the water.

Fear of the water was reduced substantially by teaching youngsters to hold their breath, float, glide, change direction, and hold their own via more than a dozen other techniques.

The public schools built some of the pools and thus the cost of this program was lowered considerably.

Busses were used frequently to take youngsters to Camps Storer and Friendly. The youngsters could be seen on their bicycles at Ottawa, Pearson or some other park . . . or camping at Kelly's Island, Harrison Lake or Farnsworth Farm.

Purposes of the program are to expose hundreds of youngsters to the benefits of outdoor life and the stimulation that comes from physical activity.

The children come from homes where there is little or no money for that bicycle, camping trip, dip in a swimming pool or other activity which so often is enjoyed as a routine summertime joy by youngsters in other environments.

Does some play make Jack and Jill a better boy and girl?

Physical education instructors and counselors in the program say yes . . . definitely.

The experiences add up to an important link in the educational processes which the Toledo Public Schools are putting together for youngsters in deprived areas of the city.

Employees Wanted

"YOUR SUPPORT . . . WILL BE APPRECIATED"

"The purposes of the Toledo Public Schools' job training and placement program are to develop work skills; create favorable attitudes and personal skills necessary to obtain employment; develop vocational skills in the trades and pre-apprenticeships, and assist students in finding employment.

"Your support of this program will be appreciated."

In part, this was a 1969 letter from Frank Dick, superintendent of schools, to prospective employers of students. It helps explain a project which provides a much-needed service for high school students.

Hundreds of youngsters are now working in Toledo business and industry as a result of this program.

Four high school employment coordinators, cooperating with business and industry, have groomed hundreds of youngsters for jobs. They are ready, willing and able to accept employment.

WILL YOU HELP?

Most students have had opportunities to read and hear about local companies and their needs. Many have been exposed to training programs, seminars and lectures. Some have had "practice" in completing job application forms. We feel they have a better idea of what is expected of them in the working world. Now they are available for your consideration for employment.

But . . . they need a chance! Please . . . may we count on you?

A Job is a Necessity

The students may come from areas where . . . because of family situations, finances and other circumstances . . . a college education or additional education in technical schools are out of the question at the present time. A job now is a necessity. Many hope to pursue education and training on a part time basis.

They list such job interests as machine operator, sales, auto mechanic, typist, receptionist, kitchen worker, bank teller, boilermaker and many more. One boy hopes to find a job as a drummer! Another aspires to be a detective.

Students have majored in these areas of study:

- Business English
- General Business
- Business Law
- Salesmanship
- Salesmanship-Law
- Business Math
- Principles of Business
- Record Keeping
- Bookkeeping
- Typing
- Mathematics
- Science
- Foreign Language
- Music
- Art
- Journalism
- Crafts
- Woodshop
- Small Engine Repair
- Drafting
- Shorthand
- Office Practice
- Office Procedures
- Office Machines
- Mimeographing
- Machine Service
- Clerical Office
- Marketing
- English
- Social Studies
- Electricity
- Radio
- Metals
- Printing
- Auto Mechanics
- Foundry
- Radio and TV
- Home Economics
- Foods

Community/School Action Program—Operation Success—1969

POSITIVE COMMUNITY RELATIONS ACTION

While the Toledo Public Schools are widely recognized for the development of creative and innovative community relations, there still remains a real need to seize the initiative and channel the energies of the community in positive directions for wholesome, constructive change.

The program described on the following pages is designed to provide a bridge between community and school to *anticipate* and *prevent* problems.

OBJECTIVES

1. Develop and maintain open lines of communication between parents, community agencies, concerned citizens, school principals, teachers and students.
2. Establish systems by which the human and material resources of the community and school can be brought to bear to solve problems and bring progress.
3. Reach and galvanize the well-intentioned majority in the community so that the initiative for change rests in their hands rather than in the hands of destructive individuals.
4. Anticipate problems and seize the initiative so that they are solved before they develop without disruption or undesirable publicity.

A PROVEN DUAL APPROACH

1) During 1968, a *Pilot Community Coordinator Program* was tested in four elementary schools. Outstanding men were assigned to each of the four schools with responsibility for community/school relations. Results have been outstanding. The community's understanding of school problems and contribution to their solution have improved markedly. Problems have been uncovered early and solved before they became crises,

2) The *Community Lighted School Program* with its regional coordinators has been successful on a system-wide basis in encouraging constructive use of school facilities by the community, in creating empathy between community and school and in anticipating and solving problems.

Now, A New Program Will Use and Extend Both These Approaches.

THE COMMUNITY/SCHOOL ACTION TEAM

Community/School Coordinators will provide concerted effort where concerted effort is required.

Ten staff members of the Toledo Public Schools, each identified with one high school and adjoining elementary schools will work intensively in the community and in the schools. *Community* is placed first in their title since their prime responsibility is this activity.

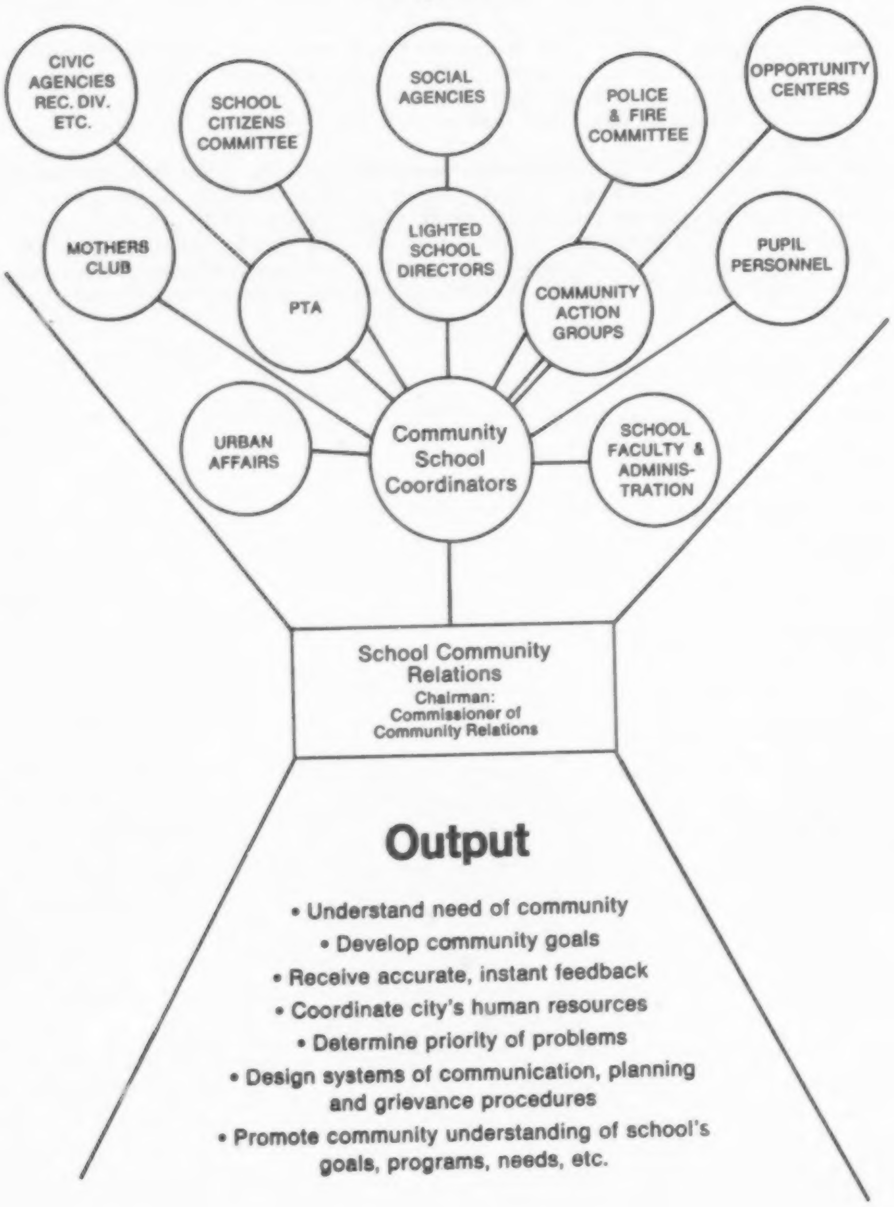
School Principals will strive to work with the community school coordinators to develop methods of communications so that elemetary and high school principals will receive information vital to their areas of operation.

Lighted School Community Coordinators to work throughout the system in promoting community good.

Four men, working on a system-wide basis, will help the schools serve the community better and administer the Community Lighted School Program. The breadth of their coverage dictates concentration in the schools.

Commissioner of Community Relations is charged with the responsibility of providing direction and coordination so that functions are performed in an orderly manner. Emphasis will be placed on preventative measures to keep ahead of social problems.

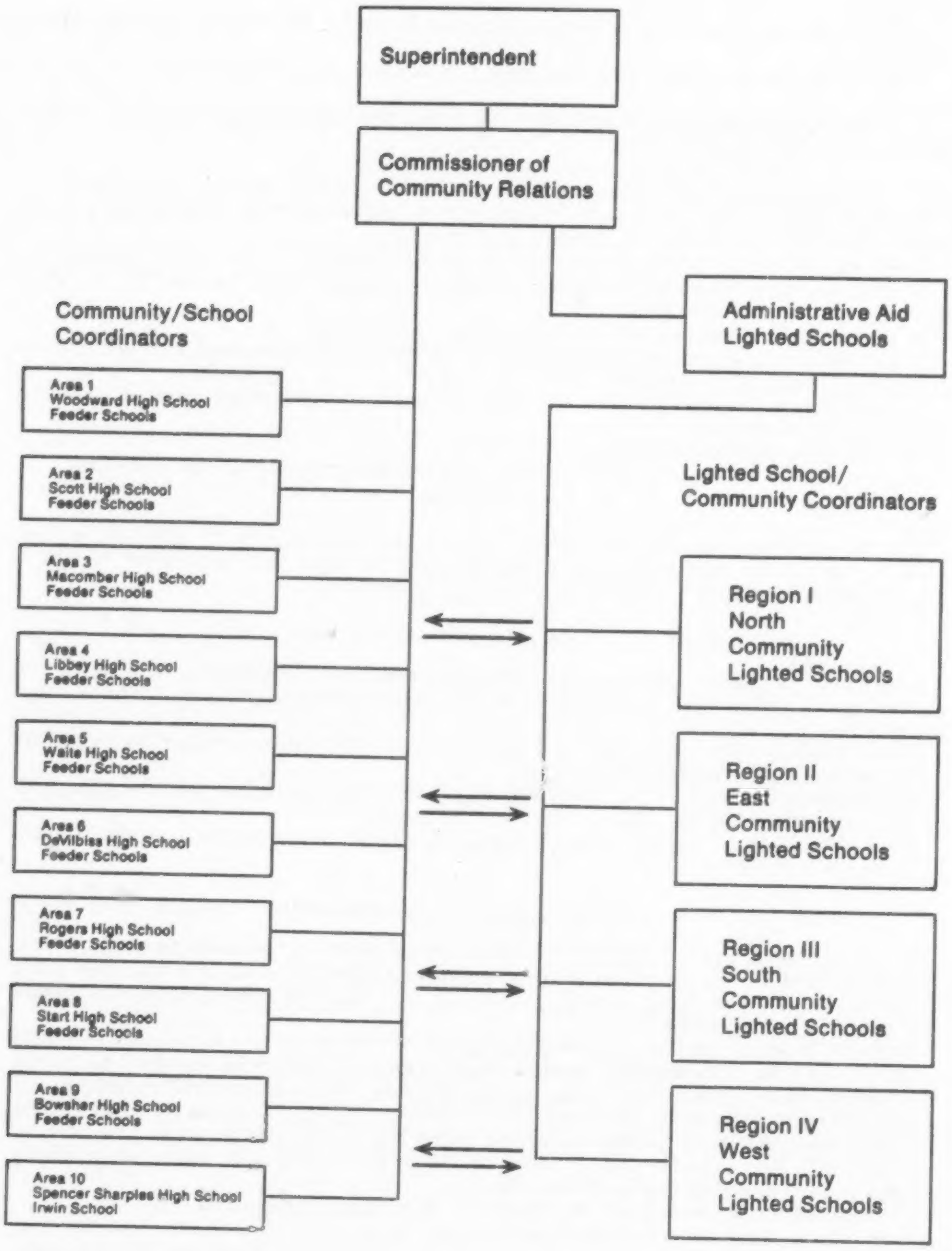
Input


CIVIC AGENCIES REC. DIV. ETC.
SCHOOL CITIZENS COMMITTEE
SOCIAL AGENCIES
POLICE & FIRE COMMITTEE
OPPORTUNITY CENTERS
MOTHERS CLUB
PTA
LIGHTED SCHOOL DIRECTORS
COMMUNITY ACTION GROUPS
PUPIL PERSONNEL
URBAN AFFAIRS
Community School Coordinators
SCHOOL FACULTY & ADMINISTRATION
School Community Relations
Chairman: Commissioner of Community Relations

Output

- Understand need of community
- Develop community goals
- Receive accurate, instant feedback
- Coordinate city's human resources
- Determine priority of problems
- Design systems of communication, planning and grievance procedures
- Promote community understanding of school's goals, programs, needs, etc.

Structure of Program


Superintendent
Commissioner of Community Relations
Administrative Aid Lighted Schools
Community/School Coordinators
Area 1 Woodward High School Feeder Schools
Area 2 Scott High School Feeder Schools
Area 3 Macomber High School Feeder Schools
Area 4 Libbey High School Feeder Schools
Area 5 Waite High School Feeder Schools
Area 6 DeVilbiss High School Feeder Schools
Area 7 Rogers High School Feeder Schools
Area 8 Start High School Feeder Schools
Area 9 Bowsher High School Feeder Schools
Area 10 Spencer Sharples High School Irwin School
Lighted School/ Community Coordinators
Region I North Community Lighted Schools
Region II East Community Lighted Schools
Region III South Community Lighted Schools
Region IV West Community Lighted Schools

DUTIES AND FUNCTIONS COMMUNITY SCHOOL COORDINATOR

This is a professional year-round staff position. Under assignment to the Commissioner of Community Relations, the coordinator performs the following functions:

1. Maintain an open line of communication between the school and the community.
2. Serve as a grass roots sounding board to obtain true information as early as possible.
3. Keep the principal and staff informed about the interests and concerns of the community. This can be done:
    a. on an individual basis in regard to a specific case.
    b. on a group basis in regard to a matter of general interest or concern.
4. Work with parent groups to foster greater understanding, appreciation, and acceptance of the school's philosophy and programs.
5. Be knowledgeable about potential problem situations within the community.
6. Enhance the image of the school in the community by his personal example of involvement and contribution.
7. Strive to develop human relations in the community.
8. Be active in citizen's committees of schools in his area and channel these groups to constructive activity.
9. Serve as a bridge between the high school and elementary school so both solve pupils needs best.
10. Be available for emergency duty in any school.
11. Be alert to and available to help solve social problems in any school.
12. Plan activities to bridge gaps between summer and regular school year efforts.
13. Assist principals with orientation of new teachers during week before school so that they have the community background to cope with problems as they may arise and to insure against the creation of problems.

ELEMENTARY/SECONDARY SCHOOLS COORDINATION

One of the important roles of the Community/School Coordinator is in developing a closer link between high schools and the elementary schools in the area they both serve.

He will work with principals to explore means of insuring greater cooperation in the solution of common problems.

He will help interpret the school objectives as supplied to him by the principal of the elementary and secondary schools programs.

He will serve as a bridge so both levels of education serve their students and community better.

DUTIES AND FUNCTIONS LIGHTED SCHOOL COMMUNITY COORDINATOR

In clarifying the job description of the *lighted school community coordinators* so as not to indicate duplication with *community school coordinatiors* the following duties generally speaking would fall under the lighted school/community coordinators responsibilities.

They will be responsible for continuing development of the community school program and implementation within their regions which will involve 12 to 16 community schools per man. This entails working with the central office, equipment and supply vendors, payroll, staff development, etc. They must concentrate on the development of programs which meet the needs of the areas they serve.

They will help handle social problems in schools and will make themselves available in a crisis to the area coordinator.

Correlated duties would be in addition rather than duplication.

Our schools have accepted the responsibility to anticipate problems and develop means of preventing them. We are seizing the initiative. Response to problems after they develop always is, or seems to be, defensive. This program provides the manpower, the planning and the leadership necessary for wholesome constructive progress.

SCHOOL IS FUN

When hundreds of youngsters attend school voluntarily during the warm summer months, there must be an attraction.

Part of the story is team teaching, a relatively new concept in education and used extensively for the first time this year in the Toledo Public Summer Schools.

Funded by the Elementary and Secondary Education Act in cooperation with the Ohio Department of Education, team teaching "took over" in the lives of youngsters at inner-city schools under the direction of skilled educators and dedicated teachers.

The curriculum and results were interesting . . . and rewarding.

In the "conventional" classroom, the teacher generally works with one class . . . with a single lesson plan . . . and alone.

In "team teaching," one teacher works with other teachers and in small groups of youngsters . . . constantly exposing the children to more than one person up front. There is no set lesson plan, although teaching guides are followed.

"This is not conventional teaching by any means," said a supervisor. "Yet, the kids succeed in their own way. Most teachers are enthusiastic about it. Some, of course, learn early in the game that it's something they cannot live with. But that must be expected."

Team teaching means not using regular curriculum materials but, instead, a source book which is discussed regularly by the teachers who meet in groups. They choose their own program and curriculum. They choose a skeleton lesson plan and hang their own material onto it.

The program has no conventional text books. There is no rigid outline on mathematics, reading, history or other basic subjects.

"We find that the student has a better attitude toward education and acutally learns more this way than if we hand him a textbook," said one educator.

Teaching teams . . .

Nine teaching teams with 75 students each were involved in 6 weeks of instructions at every summer site.

Each team had three teachers and two aides, generally college students (seniors in education) or new graduates.

Team teaching was conducted in summer sites at East Side Central, Fulton, Glenwood, King, Hamilton and Pickett Schools.

They went into the community . . .

Bus trips were a major part of the program. Youngsters visited new places and learned firsthand what they studied (or were about to study) in the classroom.

A typical list of educational trips included:

The school neighborhood
Walbridge Park
A botanical garden
Toledo Zoo
Station WGTE (Educational Television Channel 30)
YMCA
Offices of the Toledo Public Schools Headquarters
Toledo Public Library
Toledo Humane Society
Port of Toledo
United States Coast Guard Station
Fort Meigs
City of Toledo Safety Building
Lucas County Court House
Fire-Police Building
Toledo Fire Department

Each trip helped to emphasize the topic which each teaching team chose to discuss.

For example, relating to a discussion about foods, youngsters were taken to a grocery store where they learned where food comes from, how it's packaged and distributed, merchandising procedures, and other details.

A team of teachers worked on the topic of employment—where people work and how they apply for jobs. The youngsters visited places of business, observing types of employment. In the classroom, they discussed how they should dress and prepare for job interviews and all of the other details involved in the job application process.

In his classroom, one teacher actually interviewed the youngsters. He played the part of an employer and taped their discussions. He played it back for a critique. Personnel men from employment agencies and businesses came to the schools to address the youngsters.

Teachers taught mathematics by visiting a house under construction. There the youngsters learned how to measure, draw blueprints and work with numbers. Then, in the classroom, one member of the teaching team worked on mathematics with a single youngster or a cluster of pupils.

Airborne . . . pennies per pound

Some youngsters needed help in multiplying and dividing. They got it when they visited Toledo Express Airport for an airplane ride where they had to pay a few pennies per pound of their own weights to gain admission. This took figuring . . . all of it by themselves. "Children who have trouble in math are able to get help in settings like this," said one teacher.

One group was taken to a school bus garage where the mechanic explained the world of transportation in terms that stuck with the students. One girl, who scored low with transportation-related words in a vocabulary test, did much better after the mechanic's lecture.

Youngsters improved their vocabulary because they learned words by hearing them, often discussing them in the classroom the next day.

Before each field trip, the teaching team talked to the youngsters, telling them the purpose of the trip and what they should observe.

Movies were a major par oft the teaching method. These were shown, then discussed.

One teacher explained a fascinating experience in science.

A trip to the airport was the best way for him to demonstrate Newton's "law of action." There, the youngsters saw how a plane moved, how it lifted into the air, and how it landed.

The next day, the youngsters were broken into small groups, and the teacher was able to demonstrate the principle of air-borne travel. He blew over and under a piece of paper on his lip.

The trip to the airport, the demonstration in the classroom, and the discussion added up to an excellent lesson in aerodynamics.

Children learned how to use a library by visiting one. They learned about such adult subjects as Model Cities by hearing the director in the classroom, and about pollution control from the man who runs the agency in Toledo.

In one room, biology was taught by feeding toads to snakes (they swallow them whole) or watching chickens hatch in front of everyone's eyes.

Mathematics were taught by asking the youngster the time he left home, how long (in minutes) it took him to get ready, and how much time was needed to get to school.

Creative writing was taught by having the youngsters put out their own publications.

One was called "The King Thing" (Martin Luther King School) and involved many children who took notes on field trips, wrote the stories, typed the copy and followed it through the "press" and to delivery.

In a science class, one instructor was seen with an open chicken in front of him. His class members were clustered around, wearing face masks. They looked like surgeons in an operating room. They observed intently. The instructor showed them the chicken's windpipe, esophagus and stomach . . . how many things get there.

Another class studied a model filtration plant. The next day they visited the real thing.

Another class visited a bank where the pupils saw all the procedures; then they returned and discussed money budgeting, interest and other facets of economics.

A discussion followed on how much money a family needs. The youngsters took a figure, then broke it down as to how it may be spent. They figured the cost of an automobile vs. bus transportation and/or walking.

They analyzed car payments and gasoline expenses.

"There's no better way to learn the manipulation of figures and budgeting," commented the teacher.

As an observer strolled down a hallway, he could see a policeman talking about community relations . . . a personnel director telling youngsters about the fine points of job applications . . . a teacher bending over an easel in an art project, working with one child . . . a cluster of children around a desk, discussing a model of the moon-landing Lem . . . and some classes observing a Port of Toledo movie.

Off another hallway, he could see youngsters acting out a courtroom scene, learning the finer points in what normally would be called a "civics" or "social studies" course.

Another group could be seen leaving school to examine the neighborhood. On the tour, youngsters would ask: "Who put that trash there?" Then came a lesson in refuse disposal.

Youngsters discussed urban renewal, then heard an expert in the urban renewal field discuss projects in their own neighborhoods.

The teacher asked: "If you were a planner for your area, how would you develop it?" The youngsters then drew plans for a park, using mathematics skills.

"It makes them think and builds them into their own neighborhood programs," one teacher observed.

Mathematics may be taught by having the youngsters observe advertisments in the newspaper, showing them what "20% Off" really means.

Actually, team teaching is a modern variation of an old theme—Classroom work and the laboratory. The children learn by seeing and doing and being made aware.

"We create curiosity," said one supervisor. "It leads to real learning."

How are children chosen for the team teaching program?

If the youngster is below his achievement level or failing, or if he has failed in the past, he is a candidate. He must live in a "Title I" (disadvantaged) area. Principals submit the list of eligibles; the youngsters then are chosen. They come from grades 2 through 8.

"From there, the object is to stimulate the children. When they are stimulated, they think," said one principal.

The CHAIRMAN. I think it is important that the committee have some breakdown of expenditures. It appears to me you have done an excellent iob and I think this extra work should be inserted in the record.

(The document referred to follows:)

REPORT AND COMPILATION OF APPROVED PROJECT BUDGET MONIES IDENTIFIED TO PROGRAM COMPONENTS ASSIGNED TO QUALIFIED TITLE I—ESEA SCHOOLS

All of the efforts of the Toledo public schools to provide new programs especially designed for disadvantaged children and youth are identified under the title of "Operation Success."

Superintendent Frank Dick has stated, "We are in the business of success—not failure." Operation Success is fiscally supported by money from two major sources:

1. Title I, ESEA (Federal).
2. Disadvantaged pupils public fund (State).

The programs conceived and developed under Operation Success are innovative in nature and bring about the new approaches in solving persistent problems in educating the disadvantaged child.

The Toledo public schools in its planning has kept the large goals of meeting the needs of educationally disadvantaged children in mind. Operation Success as administered and implemented has grown in depth and scope in living up to the letter of the law as well as the spirit of the law.

On October 11, 1965, a survey form listing 23 different services and programs to be offered to educationally disadvantaged children was administered to all of the teachers, elementary and secondary school administrators, and all central office personnel engaged in educational programing. The respondents were to indicate the effectiveness of these programs, and in what priority we should provide them in schools where we have educationally disadvantaged children.

Taking a clue from the results of the survey, it appeared that we should give intensive study to projects in seven problem areas. The problem areas are ranked in the order of priority in regard to the needs as those working in the Toledo public schools see them.

The first seven committees organized to study the seven problem areas are as follows:

1. A study of the reduction of class size and the utilization of teaching personnel.
2. A study of the need and the utilization of specialists in particular subject matter areas and supportive supervisory personnel.
3. The development of remedial instruction in reading and mathematics.
4. Special services and classes for emotionally disturbed and socially maladjusted in slow learning children and youth.
5. Development of vocational and occupational training programs in all of our high schools.
6. A study of services and programs for the early identification and prevention of dropouts.
7. In-service education program for teachers and administrators who are working with disadvantaged youth.

These same seven committees which included educators and lay citizens wrote proposals concerning the seven problem areas. Their proposals were approved by the Federal division, State department of education. We have maintained the continuity of the programs which meet the continuing needs of the educationally disadvantaged students.

STATEMENTS OF FACTS

1. Directives and regulations issued by the Office of Education, Health, Education, and Welfare (HEW), are very regulative, exacting and must be followed both in intent and administration of title 1—ESEA programs.

2. The Toledo public schools have implemented all programs within the framework and guidelines of the above.

3. Our schools have been onsite inspected semi-annually; this includes both program and fiscal audits by the Federal Division, State Department of Education. Further, we have had a Federal program and fiscal audit by the Office of Education, Department of Health, Education, and Welfare. We have consistently received approval of administering projects.

4. As previously stated, regulations, directives and guidelines provide for identifying the concentrated areas of cultural, economic and Educational disadvantagedness. Major effort is to be placed in these identified target schools.

A.—We have identified 15 schools in the target area. (13 elementary and two secondary).

B.—*Elementary Schools.*—Warren, Sherman, Stewart, Washington, Fulton, Lincoln, Robinson, Gunckel, King, Pickett, LaGrange, Glenwood, Westfield.
Secondary Schools.—Libbey and Scott.

C.—Programs identified demand major effort in administration and earmarking of funds to support the above.

D.—Cooperative planning with Parochial Schools has been insured by conference with Parochial offices.

5. We have committeed fiscal spending as follows:

A.—To the 15 target area schools	
13 elementary	$833, 444
2 secondary	142, 852
	976, 296
B.—Parochial school—programs and service (within target areas)	23, 448
C.—Earmarked for summer school programs (identified to target area schools)	167, 662
(Last year, summer school 1968, $465,000 was budgeted.)	
D.—All other qualified title I-ESEA schools, 17 elementary—3 secondary	118, 119
Total (tentative appropriation)	$1, 285, 485

6. Résumé

The administration of title I—ESEA programs by school officials is strictly adhered to and is in accord with all Federal regulations and policies.

1. We are focusing our effort in the concentrated target area schools.

2. This represents 90.8 percent of all approved title 1-ESEA moneys. This is earmarked for the target or inner city schools.

3. Remaining moneys or 9.2 percent are encumbered to support programs in other qualified title I—ESEA schools.

7.—We have committed the approved program budget as reported in supportive information.

TABLE 1.—OFFICIAL LIST OF QUALIFYING SCHOOLS AS IDENTIFIED WITH TITLE I OF THE ELEMENTARY & SECONDARY EDUCATION ACT.*

Name of school (1)	Grade span (2)	Total (3)	From low-income families: Number (4)	From low-income families: Percent (col. D divided by col. C) (5)
Warren	K-6	732	540	73.77
Sherman	K-8	1,148	822	71.60
Stewart	K-8	704	479	68.04
Washington	K-6	603	403	66.83
Fulton	K-8	1,423	941	66.13
Lincoln	K-6	1,355	891	65.76
Robinson	7-8	953	599	62.85
Gunckel	K-8	1,228	757	61.64
King	K-6	865	499	57.69
Pickett	K-8	1,539	831	54.00
Lagrange	K-8	799	340	42.55
Glenwood	K-8	1,652	696	42.13
Westfield	K-4	713	265	37.17
Marshall	K-6	768	260	35.23
Jones	5-8	920	243	26.41
Garfield	K-8	992	249	25.10
Irwin	K-8	338	84	24.85
Spring	K-8	970	162	16.70
Hale	K-8	1,422	228	16.03
Birmingham	K-8	890	141	15.84
Newbury	K-6	705	109	15.46
Stickney	K-8	531	76	14.31
Hamilton	K-8	1,158	162	13.98
Navarre	K-8	787	108	13.72
Riverside	K-8	834	112	13.43
E. S. Central	K-8	1,031	95	9.21
Franklin	K-8	791	67	8.47
Walbridge	K-8	1,064	91	8.55
Cherry	K-8	893	71	7.95
Chase	K-5	506	36	7.11
Oakdale [1]	K-8	1,323	95	7.18
Edgewater	K-6	642	30	4.67
Burroughs	K-8	950	35	3.68
Ryder	K-6	499	17	3.41
Martin	K-6	458	13	2.83
Keyser	K-6	530	15	2.59
McKinley	K-8	1,656	43	2.63
Kleis	K-6	495	13	2.23
Pt. Place	7-8	492	11	1.78
Beverly	K-6	838	15	1.65
Whittier	K-8	1,995	33	1.44
Hawkins	K-6	760	11	1.38
Raymer	K-8	1,450	20	1.11
Ottawa River	K-6	536	6	1.05
Elmhurst	K-6	567	6	.94
Mount Vernon	K-6	635	6	.77
Deveaux	K-8	1,961	15	.75
Crossgates	K-5	805	6	.75
Harvard	K-8	1,206	9	.46
Arlington	K-8	1,285	6	.56
Larchmont	K-6	706	4	.47
Longfellow	K-8	1,919	9	.45
Bancroft Hills	K-6	448	2	.31
Bowsher junior high	7-8	643	2	.33
Fall-Meyer	K-6	607	2	.16
Glann	K-6	591	1	.11
Glendale	K-5	916	1	.11
Heather Downs	K-6	896	1	.20
Mayfair	K-6	504	1	.10
Old Orchard	K-8	1,045	1	0.
Patterson	K-6	435		0.
Reynolds	K-6	522		0.
Feilbach	1-8	110		0.
Parkland	7-8	204		0.
Mo Touqe	6-8	2,296		0.
Scott	9-12			
Libbey	9-12			
Woodward	9-12			
Waite	9-12			
Bowsher	9-12			
De Vilbiss	9-12			
Macomber	9-12			
Rogers	9-12			
Start	9-12			
Whitney	9-12			
Spencer Sharples	9-12			

*As submitted for 1970 programs and fiscal funding for State department of education.

In addition to the title I, qualified elementary schools listed on the previous page, the following secondary schools also qualify on the basis that the ratio of the ADC recipients to the total student population of the elementary-feeder schools is greater than the district-wide average:

Spencer-Sharples	24. 85
Waite	14. 01
Woodward	16. 27
Libbey	38. 10
Scott	68. 04

Macomber (23.6 percent. Whitney (73.5 percent), and Parkland (37.3 percent), also qualify as determined by a random sampling technique of the enrollments of these schools.

TABLE 2.—PROGRAMS AND SPECIAL SERVICES IDENTIFIED TO EACH QUALIFYING TITLE I SCHOOL

TOLEDO PUBLIC SCHOOLS

RÉSUMÉ OF TITLE I—ESEA PROGRAMS

1. *Supplementary classroom personnel*

A.—Resource teachers (secondary)—Six resource teachers have been employed to work at two senior high schools.

B.—Resource teachers—Eighteen resource teachers have been employed to work at 12 elementary schools.

C.—Parent aides—Additional help to be given to teachers by employing 155 parent-aides for 30 qualified title I elementary schools in grades 1 and 2.

2. *Remedial reading program*

A.—Additional help in reading is given to children in grades 2–12 by employing 17 remedial reading teachers for 13 elementary schools, two senior high schools, and four parochial schools.

3. *Educable mentally retarded classes*

A.—Eleven E.M.R. classes have been established under this program, seven in one elementary school and four in two senior high schools.

4. *Classes for the emotionally disturbed and neurologically handicapped*

A.—Two emotionally disturbed classes and one neurologically handicapped class have been established to service students from the 13 target area schools.

5. *Student services program*

A—Elementary counseling—Seven elementary counselors have been employed for this program, six in inner-city schools and one in a rural disadvantaged school.

B.—School social worker—Three school social workers have been employed for three inner-city schools.

C.—Teacher probation counselor—Three teachers have been employed on a part-time basis to work with delinquent, truant, hard-to-control students in two senior high schools and one junior high school. This program has been coordinated with the juvenile court of Lucas County.

6. *Inservice staff development*

A.—The inservice program is designed to provide all title I teachers, teacher-aides, and administrators with better understanding of the disadvantaged child as well as the knowledge and skills in the various subject areas needed to teach disadvantaged youngsters.

School	Supplemental classroom personnel		Remedial reading programs	Classes at Gunckel School service students from the 13 target area elementary schools			Supplemental student services			In-service staff development
	Resource teachers	Parent aides		Classes for neurologically handicapped	Classes for emotionally disturbed students	Educable mentally retarded	Social worker	Elementary school counselor	Teacher probation counselor	
Warren	X(1)	X(9)	X	X	X	X				X
Sherman	X(2)	X(10)	X	X	X	X	X			X
Stewart	X(1)	X(5)	X	X	X	X				X
Washington	X(1)	X(5)	X	X	X	X	X	X		X
Fulton	X(3)	X(11)	X	X	X	X		X		X
Lincoln	X(2)	X(13)	X	X	X	X	X			X
Robinson	X(1)	X(3)	X			X		X	X	X
Gunckel	X(1)	X(8)	X	X	X	X		X		X
King	X(1)	X(9)	X	X	X	X				X
Pickett	X(2)	X(10)	X	X	X	X				X
Lagrange	X(1)	X(6)	X	X	X	X				X
Glenwood	X(2)	X(11)	X	X	X	X		X		X
Westfield		X(2)		X	X	X				X
Marshall		X(3)								X
Jones		X(2)								X
Garfield		X(4)								X
Irwin		X(2)						X		X
Spring		X(3)								X
Hale		X(6)						X		X
Birmingham		X(3)								X
Newbury		X(3)								X
Stickney		X(1)								X
Hamilton		X(3)								X
Navarre		X(3)								X
Riverside		X(3)								X
Oakdale		X(3)								X
East Side Central		X(2)								X
Franklin		X(3)								X
Walbridge		X(4)								X
Parkland										X
Scott	X(3)		X			X				X
Libbey	X(3)		X			X			X	X
Woodward										X
Waite										X
Macomber/Whitney										X

TABLES 3 AND 4.—TABULATION OF INFORMATION—TITLE I—ESEA

TITLE I—ESEA FEDERAL FUND

TABULATION OF INFORMATION

School (A)	Student enrollment (B)	Number of ADC recipients and those identified as members of low income families (ages 5 to 17) (C)	Percent (Col. C divided by col. B) (D)	Project moneys identified to approved programs (title I—ESEA) (E)
Warren	732	540	73.77	$54,989
Sherman	1,148	822	71.60	80,117
Stewart	704	479	68.04	48,785
Washington	603	403	66.83	66,628
Fulton	1,4123	941	66.13	95,823
Lincoln	1,355	891	65.76	84,819
Robinson	953	599	62.85	57,185
Gunckel	1,228	757	61.64	65,788
King	865	499	57.69	54,989
Pickett	1,539	831	54.00	69,231
LaGrange	799	340	42.55	44,474
Glenwood	1,652	696	42.13	83,132
Westfield	713	265	37.17	27,472

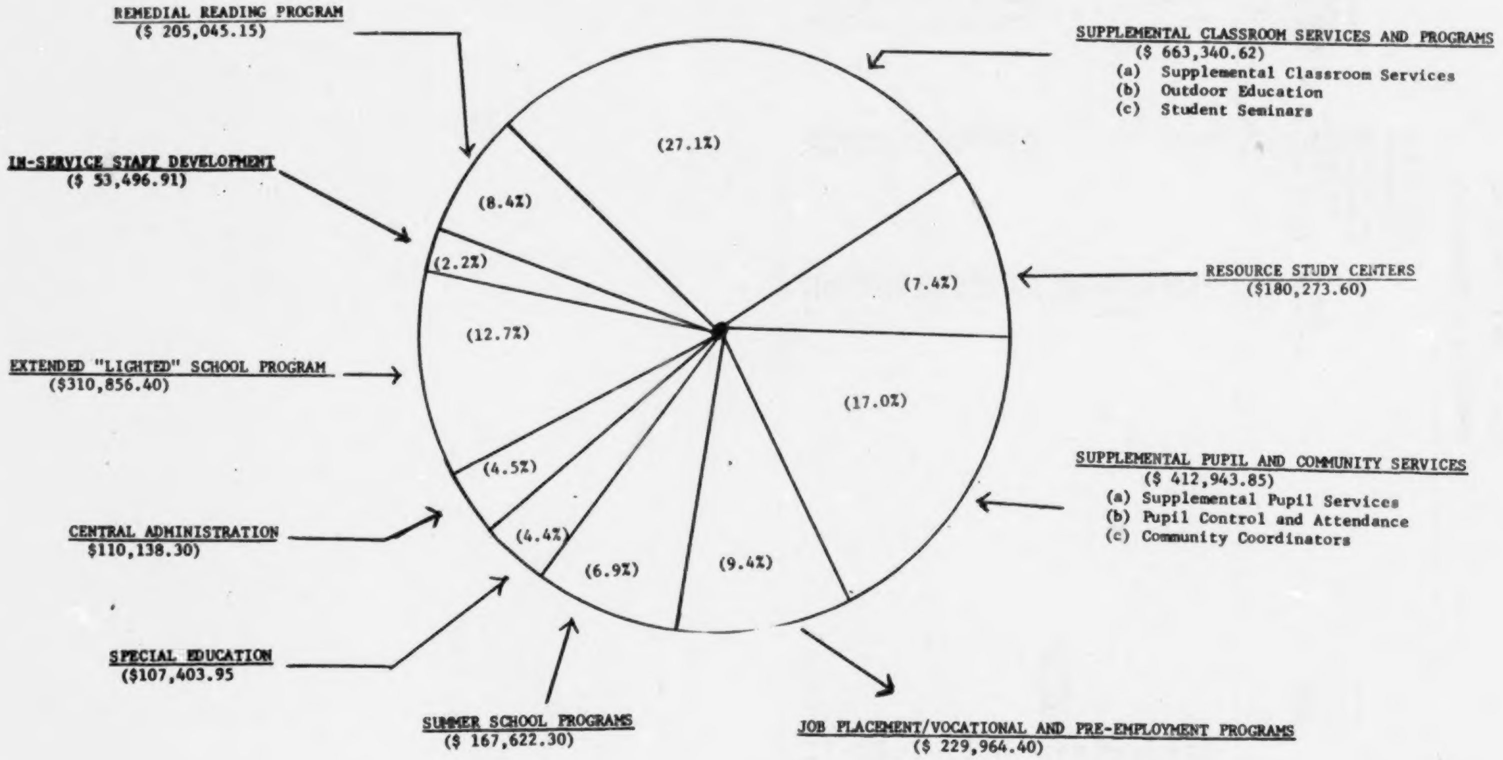
DISADVANTAGED PUPILS—STATE PUBLIC FUNDS

School	Student enrollment public/private	Title I		Disadvantaged pupils/fund project moneys identified to approved programs (D,P, public)	Total moneys—title I Federal and disadvantaged pupils, State fund (Col. 4 plus 5)
		Number of ADC recipients and those identified as members of low-income families (ages 5 to 17)	Project moneys identified to approved programs (title I)		
(1)	(2)	(3)	(4)	(5)	(6)
Franklin	791	67	$3,764	$11,188	$14,952
Walbridge	1,064	91	5,315	16,188	21,503
Oakdale	1,323	95	6,866	33,246	40,122
Parkland	204		662	26,953	27,615
Scott			75,056	117,670	192,726
Libbey			67,796	109,925	175,721
Woodward			662	99,747	100,409
Waite			662	68,015	68,677
Macomber/Whitney			532	5,370	6,902

Superintendent - Frank Dick
Ass't. Superintendent - Lee R. McMurrin
Federal Programs - Victor Flath

TOLEDO PUBLIC SCHOOLS
TOTAL BUDGET
"OPERATION SUCCESS"

Appropriations:	
Title I	$ 1,285,485.48
D. P. Public	1,155,600.00
	$ 2,441,085.48



TITLE I—ESEA FEDERAL FUNDS

TABULATION OF INFORMATION

School (A)	Student enrollment (B)	Number of ADC recipients and those identified as members of low-income families (ages 5 to 17) (C)	Percent (col, C divided by col, B) (D)	Project moneys identified to approved programs (title I—ESEA) (E)
Franklin	791	67	8.47	$3,764
Walbridge	1,064	91	8.55	5,314
Oakdale	1,323	95	7.18	6,866
Parkland	204		.00	662
Scott	2,112			75,056
Libbey	1,816			67,796
Woodward	2,313			662
Waite	1,961			662
Macomber/Whitney	1,839			532
Spencer Sharples	123			
Marshall	768	260	35.23	5,315
Jones	920	243	26.41	3,764
Garfield	992	249	25.10	6,866
Irwin	338	84	24.85	21,976
Spring	970	162	16.70	5,976
Hale	1,422	228	16.03	22,318
Birmingham	890	141	15.84	5,315
Newbury	705	109	15.46	5,315
Stickney	531	76	14.31	2,213
Hamilton	1,158	162	13.98	5,315
Navarre	787	108	13.72	5,315
Riverside	834	122	13.43	5,315
East Side Central	1,031	95	9.21	5,315

County	Central administration $118,142—	Supplemental classroom personnel $544,957—		Remedial reading program $199,301—	Educable mentally retarded [1] $69,219—	Classes for emotionally disturbed and neurologically handicapped [1] $36,978—	Supplemental student services $120,361		Teacher probation counselors $6 697—	In-service staff development $28,900	Total $1,117,859
		Resource teachers $304,580—	Parent aides $240,377—				Elementary counselors $86 450—	School social worker $27 214—			
Warren	[2]	(1) 12,691—	(9) 13,959—	11,724—	4,615—	$3,080				1,753	$54,989
Sherman	[2]	(2) 25,382—	(10) 15,510—	11,724	4,615—	3,080		10,886—		1,753	80,117
Stewart	[2]	(1) 12,691—	(5) 7,755—	11,724	4,615	3,080				1,753	48,785
Washington	[1]	(1) 12,691—	(5) 7,755—	11,724	4,615	3,080	12,350—	5,443—		1,753	66,628
Fulton	[2]	(3) 38,073—	(11) 17,061—	11,724	4,615	3,080	12,350—			1,753	95,823
Lincoln	[2]	(2) 25,382—	(13) 20,163—	11,724	4,615	3,080		10,885—		1,753	84,819
Robinson	[2]	(1) 12,691—	(3) 4,653—	11,724	4,615		12,350—		2,232—	1,753	57,185
Gunckel	[2]	(1) 12,691—	(8) 12,408—	11,724	4,615	3,080	12,350—			1,753	65,788
King	[2]	(1) 12,691—	(9) 13,959—	11,724	4,615	3,080				1,753	54,989
Pickett	[2]	(2) 25,382—	(10) 15,510—	11,724	4,615	3,080				1,753	69,231
LaGrange	[2]	(1) 12,691—	(6) 9,306—	5,862	4,615	3,080				1,753	44,474
Glenwood	[2]	(2) 25,382—	(11) 17,061—	11,724	4,615		12,350—			1,753	83,132
Westfield	[2]		(7) 10,857—		4,615	3,080				1,753	27,472
Marshall	[2]		(3) 4,653—							130	5,315
Jones	[2]		(2) 3,102—							130	3,764
Garfield	[2]		(4) 6,204—							130	6,866
Irwin	[2]		(2) 3,102—	5,862			12,350			130	21,976
Spring	[2]		(3) 4,653—							130	5,315
Hale	[2]		(6) 9,306—				12,350			130	22,318
Birmingham	[2]		(3) 4,653—							130	5,315
Newbury	[2]		(3) 4,653—							130	5,315
Stickney	[2]		(1) 1,551—							130	2,213
Hamilton	[2]		(3) 4,653—							130	5,315
Navarre	[2]		(3) 4,653—							130	5,315
Riverside	[2]		(3) 4,653—							130	5,315
Oakdale	[2]		(3) 6,204—							130	6,866
East Side Central	[2]		(2) 4,653—							130	5,315
Franklin	[2]		(3) 3,102—							130	3,764
Walbridge	[2]		(4) 4,653—							130	5,315
Parkland	[2]									130	662
Scotte	[2]	(3) 38,073—		23,448—	4,615					1,753	75,056
Libby	[2]	(3) 38,073—		11,724—	4,615				4,464	1,753	67,796
Woodward	[2]									130	662
Waite	[2]									130	662
Macomber/Whitney	[2]									0	532

---

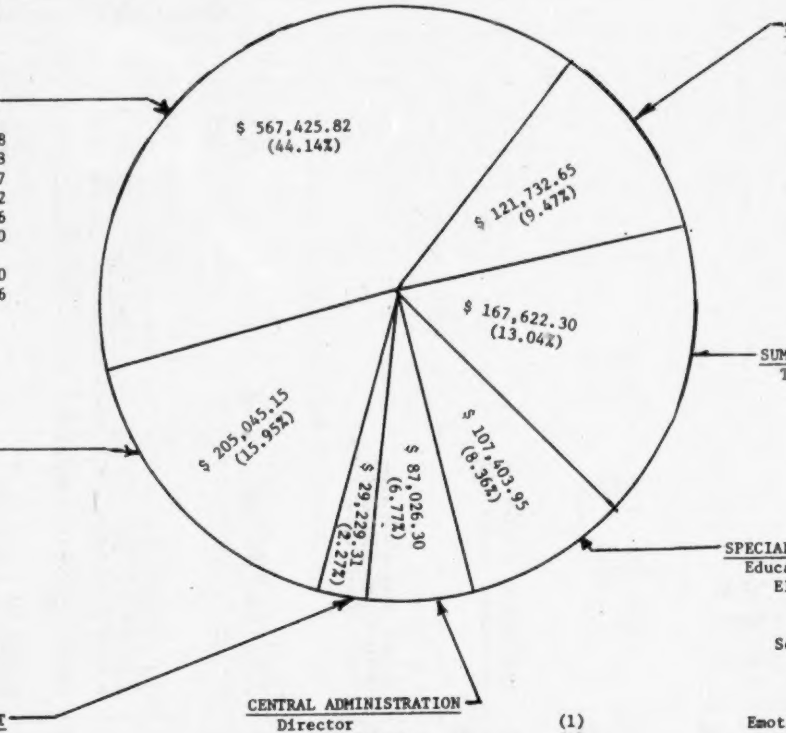
[1] Classes at Gunckel school service students from 13 target area elementary schools.

[2] Money prorated at approximately $7,167 for 15 target schools and $532 for all other qualified title I schools for the following:
1. Program administration.
2. Fiscal management.
3. Evaluation.
4. Dissemination of information.

Superintendent - Frank Dick
Ass't. Superintendent - Lee R. McMurrin
Federal Program Victor Flath

TOLEDO PUBLIC SCHOOLS
TITLE I ESEA
FY 1970

FY - 1970
Tentative Appropriation
$1,285,485.48



SUPPLEMENTAL CLASSROOM SERVICES
Resource Teachers (24)
Elementary: Schools 8
Teachers 18
Students 1237
Secondary: Schools 2
Teachers 6
Students 410
Parents Aides (155)
Elementary: Schools 30
Pupils 4736

SUPPLEMENTAL PUPIL SERVICES
Elementary Counselors:
Schools 7
Counselors 7
Students 875
School Social Workers:
Schools 3
Social Workers 3
Students' Parents 450
Teacher Probation Counselors:
Schools 2
Teacher Probation Counselors 3
Students 30

SUMMER SCHOOL PROGRAMS
Tentative allocation

SPECIAL EDUCATION CLASSES
Educable Mentally Retarded
Elementary: Schools 13
Teachers 7
Students 140
Secondary: Schools 2
Teachers 4
Students 88

Emotionally Disturbed and Neurologically
Handicapped Classes:
Schools 13
Teachers 3
Teacher Aides 3
Students 30

CENTRAL ADMINISTRATION
Director (1)
Program Director (1)
Personnel Development (1/3 time)
Services: Administration
Research and Evaluation
Fiscal Management

REMEDIAL READING PROGRAM
Elementary: Schools 17
Teachers 15
Students 1800
Secondary: Schools 2
Teachers 3
Pupils 320

IN-SERVICE STAFF DEVELOPMENT

All staff members identified
with Title I Programs

SUMMARIES OF TITLE I—ESEA PROGRAMS

PHASE 100—SUPPLEMENTAL CLASSROOM SERVICES

1. *Resource teachers* (Secondary): Establishment of a resource teacher plan at Scott and Libbey High Schools in two departments: English and science. The resource teacher of each department will work with four or five teachers, coordinating the work, scheduling, selecting materials, working with selected students, et cetera.Each team will also have one aide to assist with clerical and routine classroom duties. The resource teacher will be the liaison person between the team and the other school staff. Members of the Present Scott and Libbey faculties will serve as team leaders and the new teachers to be hired will be members of these teams. Six resource teachers are planned for this project.

2. *Resource teachers.* (Elementary): Enrichment of the elementary school program at eight schools by adding specifically selected and extraordinary qualified teachers, called resource teachers, to the regular teaching staff. The amount of help given to individual classrooms will depend on the present effectiveness of the regular teacher. Generally, the resource teacher will teach a maximum of 55 selected students from no more than two consecutive grade levels. This instruction usually will take in a separate room but it also can be done in the regular classroom. Eighteen resource teachers are planned for this project.

3. Parent-aides: Additional help to be given to teachers by hiring 155 parent-aides for 30 qualified title I elementary schools. The aides were selected from among parents living in the school attendance area and having children in school. The aides will be assigned initially to grade 1. Grade 2 assignment of aides will be limited to inner city schools. The noninstructional tasks performed by the aides will allow the teacher to individualize instruction for her students. This we consider will be one of the major contributions of this program. An in-service program has been implemented to train aides to be competent in the various duties they must perform. In addition to this in-service training, a family life program has been developed for the mothers who are parent-aides. The purpose of the family life program is to help the parent-aides better understand the students in the classroom as well as their own children. The hope is that this study of family life will develop in the mothers a positive approach toward education and child rearing.

PHASE 300—REMEDIAL READING PROGRAM

Additional help in reading is given to children in need of remediation. The students are taken from the regular classroom and taught in a separate room. Students from grades 2–12 are instructed in this program. The major purpose of this program is to provide concentrated special instruction in reading for certain disadvantaged children who are achieving at levels lower than their ability warrants. Fifteen remedial reading teachers are planned for this project.

PHASE 400—EDUCABLE MENTALLY RETARDED (SLOW LEARNERS)

New classes for the educable mentally retarded have been established in the inner city target area titleI schools (elementary and secondary) and these new programs and materials are used to increase the student's skills and attitudes. The program attempts to improve the childrens' performance, verbal and nonverbal functioning, self-image and emotional and social stability.

The students are participating in this project meet the Ohio Department Standards for Slow Learner Units. They range in IQ from 50 through 80 and must be of legal age in the toledo school district. They must have sufficient maturity to permit adjustment to general school routines. Eleven teachers of EMR classes are planned for this project.

PHASE 500—CLASSES FOR THE EMOTIONALLY DISTURBED AND NEUROLOGICALLY HANDICAPPED (LEARNING DISABLED)

This program was developed to meet the specific needs of selected emotionally disturbed and neurologically handicapped students. This program consists of these instructional classes: two classes for the emotionally disturbed with 10 children in each class and one class for the neurologically handicapped with 10 children. Each child is provided an individualized curriculum and some will be integrated into the regular classroom for specific subjects at which they can succeed. The total curriculum is designed to provide a variety of activities and experiences to help improve the children's self concept and communication skills.

PHASE 600—PREVENTION OF DROPOUTS

Phase 600/1—Elementary counseling

The purpose of thls program is to provide selected children in the inner city elementary schools with the services of certified counselors who have "listening" time. These are seven elementary counselors—six in inner city schools and one at Spencer Sharples. These counselors provide services to children from grades K–8 in the inner city and K–12 at Spencer Sharples. The counselors first identified through objective means those children who may become school dropouts and those who are not achieving at a normal rate. They then helped these identified children to strengthen their image so that the children can emerge with a healthier self-concept. Also, the counselor serves as a referral agent to other educational and social agencies.

Phase 600/2—School social workers

The school social worker program has been limited to three inner city elementary schools. The school social workers confine their activities to those problems which constitute a child-home-school triology. Her emphasis is on strengthening the family unit and she maintains close cooperation and communication with other social agencies involved in service to these families. Built on the premise that the help for severely disadvantaged children cannot be given at the school alone; this program concentrates on certain "multiproblemed" families in the school. Three social workers are planned for this program.

Phase 600/3—Teacher probation counselors

This is a cooperative school-court program for supervision and casework with problem children in the school setting. This program is based upon the employ- ment of regular teachers by the Toledo public schools on a part-time salary basis, to do juvenile court referral, probation supervision, and rehabilitative casework with children who came from families on ADC welfare and ADCU in high pri- ority schools.

The three teachers to be employed in this program have been made probation officers of the court. They work with delinquent, truant, hard-to-control children, and other problem children during school hours in the school setting. They would also work with the same children and these children's families in the home during the evening hours and on weekends. Students serviced by this program are enrolled in grades 7 through 12. The caseload of each TPC is 10 to 15 students. Two senior high schools and one junior high school are involved in this program.

Phase 700—Inservice professionals

The inservice program is designed to provide teachers, teacher aides, and administrators with better understandings of the disadvantaged child as well as the knowledge and skills in the various subject areas needed to teach disadvantaged youngsters. The program will consist of an institute, several half-day Saturday workshops, all-day faculty workshops for individual schools, conferences and meetings. Resource personnel will be employed to supplement the staff of the Toledo public schools in running these inservice programs. Also, teachers, teacher- aides, and other staff members will be sent to conferences, workshops, and meetings held by various universities and professional organizations.

TITLE I—ESEA—FEDERAL FUNDS (TOLEDO PUBLIC SCHOOLS)

DISADVANTAGED PUPILS—STATE PUBLIC FUNDS

School	Student enrollment public/private	Title I		Disadvantaged pupils/fund project moneys identified to approved programs (D.P. public)	Total moneys—title I Federal and disadvantaged pupils—State fund (col. 4 divided by 5)
		Number of ADC recipients and those identified as members of low-income families (ages 5 to 17)	Project moneys approved programs (title I)		
(1)	(2)	(3)	(4)	(5)	(6)
Warren	732	540	$54,989	$27,545	$82,534
Sherman	1,148	822	80,117	41,612	121,729
Stewart	704	479	48,785	30,635	79,420
Washington	603	403	66,628	21,354	87,982
Fulton	1,423	941	95,823	32,694	128,517
Lincoln	1,355	891	84,819	18,069	102,888
Robinson	953	599	57,185	97,301	154,486
Gunckel	1,228	757	65,788	24,246	90,034
King	865	499	54,989	22,049	77,038
Pickett	1,539	831	69,231	30,062	99,293
LaGrange	799	340	44,474	27,726	72,200
Glenwood	1,652	696	83,132	38,634	121,766
Westfield	713	265	27,472	9,688	37,160
Marshall	768	260	5,315	9,728	15,043
Jones	920	243	3,764	34,031	37,795
Garfield	992	249	6,866	9,238	16,104
Irwin	338	84	21,976	11,034	33,010
Spring	970	162	5,315	11,493	16,808
Hale	1,422	228	22,318	34,139	56,457
Birmingham	890	141	5,315	14,845	20,160
Newbury	705	109	5,315	9,983	15,298
Stickney	531	76	2,213	22,358	24,571
Hamilton	1,158	162	5,315	23,838	29,153
Navarre	787	108	5,315	10,600	15,915
Riverside	834	112	5,315	23,579	28,894
East Side Central	1,031	95	5,315	31,814	37,129

The CHAIRMAN. Mrs. Mink?

Mrs. MINK. Thank you very much, Mr. Chairman.

I want to join the chairman of the committee in extending a very sincere commendation for not only your presentation here this morning, but for the emphasis you have given in your program to keeping your community informed on exactly what the funds are used for.

This is an extremely important aspect, not only for the community's understanding of the program, but it gives us the support we need to keep these programs in existence and adequately funded.

You have demonstrated to a very large extent what needs to be done in so many of our communities. I request that staff provide me with extra copies of your report so that I might be able to send the report to the superintendents in my State so that they might be able to supplement what they are doing by your example.

I am enormously impressed by the breadth of your work, the number of items which you have covered, and I am sure that they provided a great deal of success in terms of output for the children.

I have only one question, and that is, in the growth and extension of your program under title I ESEA, what would you say was your most difficult problem in getting it implemented and expanded to the point that it is today?

Dr. DICK. I think initially staff. You have to orient an experienced staff to a new concept. That is most difficult. I would like to commend our present staff for their breadth of understanding and their dedication to the idea.

First is the staff, and then second is the total community. There is a great misunderstanding concerning Federal programs, because many individuals in the outlying areas do not understand the goals and objectives of what you are attempting to do for the poor.

We must interpret this, because for so many years in education we have said we are going to do the same for all children throughout the school district, and we know we can't do the same.

This is why we place the emphasis on staff development. I did not list this as one of the real, necessary things for successful implementation, staff development, and surrounding the superintendent and board of education with individuals who are committed for special, intensive, compensatory activities for the poor, whether the children are white, or black.

It makes no difference. We have them all in Toledo. But the point is, it takes dedication of staff, and we have a community body of 2,000, representative of all groups, conservative and liberal, to take a look at our schools and to supplement what we are doing.

Ultimately, the schools belong to the people, and what you have done on the Federal level is an aid, but ultimately the people at home are going to have to raise the quality of education.

Mrs. MINK. Looking at the total scope of Federal interests in education that directly affect elementary and secondary education, which program would you say most effectively complements what you are attempting to do under title 1?

What other title of ESEA has served you best?

Dr. DICK. I think title 2, the materials, has been a good thing. It has stimulated outlying areas to develop libraries.

For example, we have 30 libraries where the mothers man the libraries. There are Federal funds to buy the materials if the volunteers will do the work. One of the most successful programs we have had has been the NDEA where the emphasis has been on local initiative matched by Federal funds.

But I think title II has been extremely helpful, and another thing, it negates the argument that they do not receive anything from the Federal Government, because all schools qualify for this, and I would go on record as supporting it.

What we need in the cities is a stimulant from the outside to help increase interest in education, as I call it, raise the aspirations level of the total city.

Because kids in the city need all the opportunities any other child does, and because the family cannot afford to move to the suburbs or to the rural areas does not mean that child should be deprived of any of the opportunities others have.

In fact society needs to spend more money. We have been trying to interpret this to the community, that you need to spend more money for the children of the poor than for other children.

It is a delicate line to walk and I am sure not everyone agrees with it, but we must give leadership in this direction, Mrs. Mink.

Mrs. MINK. Thank you, Mr. Chairman.

The CHAIRMAN. Let me compliment you on such an outstanding statement. I observe that you are spending 85 percent of your title I funds in 15 schools, although 31 schools qualify. Is that correct?

Dr. DICK. This is correct.

The **Chairman**. Just what percentage of the disadvantaged students are you serving in the elementary and secondary schools presently?

Dr. **Dick**. In some form, we are serving, I would say——

The **Chairman**. I mean from title I.

Dr. **Dick**. All of the youngsters are being served, some more intensely than others, but all children in the 31 schools get some advantage.

The **Chairman**. Why can't you serve the 31 schools, as was contemplated by the provisions of title I?

Dr. **Dick**. Very frankly it is the amount of moneys. If we had the amount of money to do in the other 16 schools, we would be very happy.

The **Chairman**. All right. How much money do you receive under title I?

Dr. **Dick**. Approximately $1,600,000. That is give or take a few dollars.

The **Chairman**. How much money do you really need to do this job in the city of Toledo?

Dr. **Dick**. I would say to do comparable work, we would need at least $1.6 million.

The **Chairman**. Another $1.6 million.

Dr. **Dick**. To do the same type of program.

The **Chairman**. You are telling the committee that you need 50 percent more money than you are presently receiving to do the type of job that you are doing in the 15 schools where you spend 85 percent of your funds?

Dr. **Dick**. If we were to try to meet those same types of school goals, yes, this is correct.

The **Chairman**. Where would you have been without title I funds?

Dr. **Dick**. It is my opinion, Chairman Perkins, that we would have had big trouble in our city. We would have had student disorder, we would have had parent unrest, and we would have had troubles that many other communities have, and have experienced.

The reason we have not, in my opinion, is that we have aggressiveness in utilization of the staff and some parents in the development of the ideas of utilization of those funds.

The **Chairman**. Do you feel that the local communities or the State of Ohio would have supplied the needed money for these ghetto areas to serve the disadvantaged if title I had not come along in your city?

Dr. **Dick**. No; absolutely no. I will say this, Chairman Perkins, that title I stimulated our State to recognize the disadvantaged, but without title I, we would not have had the funds available to do these programs.

The **Chairman**. Unless we make more funds available from the Federal level will the 16 remaining schools that are not presently being served to the extent that the 15 schools are served where you spend 85 percent of your funds, will you be able to obtain the money, the extra money from any other source?

Dr. **Dick**. I think it would be most difficult. In fact, it is almost impossible at this stage. In Ohio, where we have to go to the property tax, there is a great resistence. I think our State has demonstrated that in the last year or two on the negative votes on property tax, and the State legislature has not materially increased our foundation program.

They revised it only slightly. So unless we get Federal funds, these programs will not be reached.

The CHAIRMAN. The appropriations bill providing funds for the programs under title I is presently in conference. We have appropriated $1.5 million, which is a little less than 50 percent of the total authorization.

What in your judgment, is the best way to make title I operate efficiently and effectively, considering the amounts that we are presently spending?

Dr. DICK. First, have a provision for forward funding, plan ahead. That is one of the problems we have had with title I, a lack of time. A 5-year concept would be most ideal, to give us some direction on where to go.

The CHAIRMAN. Based on your experience do you think that we ought to enact legislation providing for a 5-year authorization, and for forward funding?

Dr. DICK. May I expand my reasons for that?

The CHAIRMAN. Go ahead.

Dr. DICK. This would give us an opportunity to truly evaluate and appraise the programs we have, and if we have some programs not doing what we thought they would do, then we would have time to weed them out, and insert new ideas and concepts, and we need time to do this in education, because many people are looking for instant answers, and it just does not happen with human beings.

So the 5-year aspect will give us time to truly evaluate, and we are doing this. I think you will find that school superintendents and their boards of education are saying more and more, And are we getting our values from the dollars we are spending?

We are going into that. I would like to say this, that we have used title I as a means of improving our accounting systems, the accountability aspect, to see whether we are getting our dollar's worth.

But to me, this would be one of the greatest advantages of forward funding and the 5-year authorization. Then boards of education and superintendents and staff would have time to institute changes without the pressure of a 30-, 60-, or 90-day idea.

This is what we experienced that first year or so. We have gained a great deal of knowledge and know-how in these 5 years.

Now with time, I think we can get—we can better spend the dollars that Congress has provided for the children of our schools.

The CHAIRMAN. Mr. Stokes?

Mr. STOKES. Thank you, Mr. Chairman.

I don't believe I have any questions of the witness, but I would certainly like to join my colleagues on the committee in commending the witness this morning for the very excellent, impressive presentation which he has made before our committee.

I had occasion a year ago to meet the witness when I was a commencement speaker at Spencer Sharples in Toledo, Ohio, and I had an opportunity on that occasion to see firsthand how title I operates in that city.

Spencer Sharples is one of the schools mentioned this morning, which is located in a very impoverished area, and I saw how, under their school system, they had in fact been able to get the Ohio Legislature to make a contiguous annexation there for the purpose of bringing that particular school system under the Toledo school system, and these youngsters were thereby benefiting under title I.

Certainly Dr. Dick and all of his fellow Toledoans are to be commended for having joined hands in expressing the real purpose and meaning of title I. We commend you.

Dr. Dick. Thank you.

The Chairman. Let me ask you, Dr. Dick, will you be able to remain here and appear before the Pucinski subcommittee this afternoon, the General Subcommittee on Education, to make a statement in connection with the President's desegregation policy?

Dr. Dick. I would like the opportunity. However, I do have a board of education meeting at 7 o'clock in Toledo.

The Chairman. At what time?

Dr. Dick. At 7 o'clock. My plane leaves, and my first responsibility I think, must be with our board of education and the children of Toledo.

I would be happy to return in a day or so, or 2 days.

The Chairman. I selected several witnesses some time ago before the President's proposal was announced, and you were one of them. We delayed these hearings for some 3 or 4 weeks until the General Subcommittee on Education could hear witnesses on the President's proposal. I would like to get your viewpoint on the proposal even though you were not called here for that purpose, and at the time you were selected, it had not even been proposed.

If you could remain here until about 1 o'clock we would be delighted to hear you.

Dr. Dick. I will check my flights again.

The Chairman. See if you can't do that.

Dr. Dick. We have a very important meeting at home but I will check my flights to see what can be done.

The Chairman. All right.

Dr. Dick. I appreciate the opportunity to be here this morning.

The Chairman. Mr. Pucinski heard several witnesses yesterday that I had heard in the morning, and I thought it worked out well. He has got some greater city school superintendents present today.

We have got to make up our minds about proposals in the next few days. I think some of us need guidance around here. I need some myself.

Thank you very much.

Dr. Dick. Thank you very much. And I thank the committee.

The Chairman. Our next witness is Dr. W. E. Mellown, coordinator of titles I, III, and V, of Montgomery, Ala.

We have one of our distinguished colleagues here this morning, Congressman Bevill, and we have, as I understand, Dr. Ernest Stone and Dr. C. C. Davis.

Congressman Bevill, come around with the gentlemen and intoduce these people. We are delighted to welcome all of you here this morning.

STATEMENT OF HON. TOM BEVILL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF ALABAMA

Mr. Bevill. Mr. Chairman and members of this distinguished committee, I am honored to present to you this morning the distinguished four gentlemen we have here from Alabama. We have State Representative J. M. Mays, of Alabama. Mack, would you stand up, please?

Mack is one of our leading State representatives in the field of education, and a very outstanding legislator. We also have Mr. Bill Mayfield, who is the administrative assistant of the superintendent of education of Etowah County.

Bill, would you stand, please?

We also have Dr. C. C. Davis, who is superintendent of education of Etowah County, and I might say, Mr. Chairman, he is certainly one of our outstanding educators in Alabama.

He is a county superintendent of the largest of the 12 counties in my congressional district.

The Chairman. I want to say to all these distinguished gentlemen that you have an outstanding Congressman.

Mr. Bevill. Thank you, Mr. Chairman. We are proud of Dr. Davis and the tremendous job he is doing in Alabama, and he has a very outstanding educational system there, and he has done a tremendous job and I know that he will be able to present some evidence here that will be very helpful to this very fine committee.

Also, we have Dr. Mellown here, who is representing the State superintendent of education, Dr. Stone; and Dr. Mellown is one who has, in his own right, also made an outstanding contribution in the field of education as coordinator of titles I, III, and IV.

I know that these gentlemen will be very helpful in presenting some information to this committee that will be of assistance in this legislation that is pending before the committee.

Thank you very much, Mr. Chairman.

STATEMENT OF DR. W. E. MELLOWN, COORDINATOR, TITLES I, III, AND V, MONTGOMERY, ALA.; DR. C. C. DAVIS, SUPERINTENDENT, ETOWAH COUNTY BOARD OF EDUCATION, GADSDEN, ALA.; ACCOMPANIED BY MR. WILLIAM MAYFIELD, ADMINISTRATIVE ASSISTANT, AND STATE REPRESENTATIVE J. M. MAYS OF ALABAMA

Dr. Bevill. Thank you, Mr. Chairman.

The Chairman. Let me corroborate the statement of our colleague from Alabama. We certainly are interested in education in all sections of the country.

I know that you have some problems in the South, but we are particularly interested in your testimony as to the operations of the title I programs in the South.

We would like to know just where you would have been without title I funds and whether title I funds are advancing the cause of elementary and secondary education in your great State of Alabama.

Just proceed.

Dr. **Mellown.** Thank you, Mr. Chairman, and members of the committee. We would like to thank Congressman Bevill for his remarks, and I would like to extend to the committee at this time the apologies of Dr. Stone who had a previous commitment that he could not get out of. We express his regrets at not being able to be here.

I believe each of you has a folder which contains a prepared statement and certain appended material to the statement that we would like to call your attention to.

I will not attempt to read this in its entirety since you have it before you. We would like to begin, I think, by certainly expressing appreciation to the committee for the outstanding job that you have done in making the Federal educational programs available to the States.

We have taken this opportunity to point out what we believe to be some of the strengths and weaknesses, and even have been so bold as to suggest some methods or means that Congress might use to improve the programs.

We would like to say that title I and some of the strengths of this program, certainly that title I has provided much needed material, supplies, and equipment as well as staff to our schools.

I believe that if you would look at appendix No. 1, which you have in your folder, you will see the number of teachers that have been added to the schools of the State as a result of title I during the regular session, fiscal year 1969, and the figures we have for 1970. The figures for 1970 are not complete yet, since all of our school districts do have a summer school program.

But during fiscal year 1969, based on an appropriation of approximately $34 million, Alabama had 2,187 teachers during the regular session under title I.

During the summer session we had 4,239 teachers. We submit, sir, that this must have a tremendous impact upon the school districts programs of the State. (The documents referred to follow:)

Appendix 1

Title I, Public Law 89–10

FISCAL YEAR 1969

Number of children participating (regular term only):	
Public	645, 891
Private	6, 419
Total	[1] 652, 310
Number of LEA's participating	117
Number of LEA's having summer program	101
Number of schools participating:	
Public	1, 376
Private	73
Staff	([2])

[1] Includes 4,736 dropouts.

[2] May be duplication in regular and summer.

	Regular	Summer school
Elementary teachers	1,341	2,635
Secondary teachers	727	1,175
Kindergarten teachers	24	420
Special education teachers	95	9
Total teachers	2,187	4,239
Aides	1,543	719
Library aides	279	59
Librarian	226	160
Supervision and administration	333	295
Counseling	214	72
Psychological	7	4
Testing	18	14
Social work	10	4
Attendance	27	6
Clerical	372	260
Nurse, physician	67	36
Dental	5	4
Other	509	656
Total, all staff	5,797	6,528

Equipment:	
Instructional	$1,200,549
Other	82,222
Total	1,282,771
Construction:	
New construction	658,173
Remodeling	156,705
Improvement sites	15,100
Total	829,978

NUMBER OF HANDICAPPED CHILDREN WHO WILL PARTICIPATE IN ACTIVITIES DESIGNED FOR THEM

	MR	HH	D	Speech Impediment	VH	Ser. Emo. Dist.	CR	Other	Total
Regular	1,207	46	72	1,356	33	73	88	197	3,072
Summer school	101	6	0	105	0	23	11	109	355

ACTIVITIES

ESTIMATED NUMBER OF CHILDREN PARTICIPATING

ESTIMATED COST

Activity	Regular	Summer school	Total	Regular	Summer school
Art	$839,126	$143,910	$983,036	186,001	30,526
Business education	169,097	46,659	215,756	14,536	2,059
Culture enrichment	461,686	202,898	664,584	132,980	27,761
Reading	6,607,711	1,109,333	7,717,044	352,748	65,355
Speech	284,111	56,396	340,507	32,277	3,596
Language arts	1,023,802	375,643	1,399,445	181,726	33,561
Foreign language	179,440	18,621	198,061	13,709	1,518
Home Economics	123,970	5,548	129,518	6,442	1,002
Industrial arts	105,503	25,611	131,114	4,689	1,567
Math	846,155	510,898	1,357,053	188,892	47,712
Music	1,367,753	168,042	1,535,795	229,182	33,806
PE	1,766,097	378,346	2,144,443	273,246	54,902
Natural science	620,068	227,565	847,633	156,468	30,297
Social science	629,154	239,992	869,146	188,172	35,760
Other vocational education	44,079	15,282	59,361	6,020	1,076
Special activities for handicapped	588,198	18,712	606,910	2,704	597
Kindergarten	53,830	311,246	365,076	307	7,949
Other activity	1,006,230	50,145	1,056,375	189,591	7,628

SERVICE

Service	Estimated cost: Regular	Estimated cost: Summer school	Estimated cost: Total	Estimated number of children participating[1]: Regular	Estimated number of children participating[1]: Summer school
Attendance	$193, 208	$10, 848	$204, 056	172, 621	5, 435
Clothing	9, 300		9, 300	740	
Food	1, 437, 842	144, 730	1, 582, 572	75, 969	23, 108
Guidance	1, 579, 344	74, 181	1, 653, 525	225, 671	29, 133
Health, dental	190, 851	15, 255	206, 106	83, 065	8, 659
Health, medical	469, 724	35, 485	505, 209	187, 960	18, 652
Library	1, 658, 415	186, 156	1, 844, 571	301, 440	45, 181
Psychological	67, 880	2, 943	70, 823	44, 932	2, 280
Social work	11, 520	1, 500	13, 020	4, 831	300
Speech therapy	114, 665	38, 305	152, 970	3, 954	2, 188
Transportation	57, 382	447, 402	504, 784	58, 767	34, 713
Special services for handicapped	22, 830	1, 300	24, 130	203	25
Other services	629, 468	52, 638	682, 106	210, 581	20, 069

[1] Not unduplicated count. Some children may participate in more than 1 activity or service.

Number of children participating.—Summer school only

Public	122, 229
Private	1, 842
Total	[1] 124, 071

[1] Includes 1,983 dropouts.

NOTE: Total allocation—LEA—1969: $34,029,865.

Dr. MELLOWN. The inservice programs that have been provided through title I are helping to bring our teachers up to a higher level of competency, both professional and nonprofessional persons working in the school programs.

Title I has provided remedial programs and developmental programs in the area of reading. The programs have had a tremendous impact upon the boys and girls in the State, and I regret that Congressman Quie had to leave, because we do have some test scores, pre- and post-test scores which I will call to your attention later.

APPENDIX 2

	Regular term	Summer term
Participation of children:		
Preschool	1,215	2,894
Grades 1 to 12	622,460	29,734
Migrant education	479	748
Institutions:		
Partlow preschool	675	
Other institutions	2,181	1,571
Staff:		
Teacher, elementary	1,305	671
Teacher, secondary	633	385
Teacher, kindergarten	19	64
Teacher, handicapped	107	17
Librarian	213	47
Supervisory/administrative	320	170
Teacher aides	1,379	83
Library aides	222	17
Nurses	67	19
Counselors	203	9
Psychological personnel	5	
Testing personnel	17	7
Social workers	11	2
Attendance workers	28	4
Clerical personnel	330	137
Dental personnel	7	2
Other personnel	330	228
Other personnel:		
Operation of plant	148	139
Media personnel	18	7
Maintenance	40	13
Director—title I	1	1
Clerical assistants	28	
Transportation	30	34
Extended day school	2	
Substitute teachers	16	
Therapists	2	
Courier	1	
Administrative aide	1	
Data processing	1	
CMC Coordinator	3	
Cooks	15	17
NYC workers	17	
Unspecified	2	
Technicians		3
Evaluation		2
Director, summer school		1
Director, Management principle		10
Secretary		1

Note: 119 LEA's participating out of 121. All have summer programs. 1,286 public schools participating; 23 private schools participating.

Name	Amount of funds	Number of LEA's	Numbe of children participating
Activities:			
Reading	$7,696,466	114	341,065
Physical education	2,121,779	75	249,102
Music	1,390,288	71	224,525
Language arts	949,177	27	147,753
Mathematics	918,384	49	157,230
Art	838,167	58	189,386
Other activities	645,848	31	110,466
Audiovisual and ETV programs and personnel	134,341		48,332
Aides	261,941		37,683
Supervision	105,535		17,385
Driver education	38,320		2,233
CMC	11,400		1,938
Slow learners/ English classes	46,465		700
Readimobile (cultural enrichment)	7,693		450
Extended day school and tutoring	14,653		925
ROTC	20,500		325
Drama	5,000		495

Name	Amount of funds	Number of LEA's	Number of children participating
Special activities for the handicapped	623, 433	29	2, 752
Science	563, 889	38	136, 286
Social science	554, 098	35	149, 978
Cultural enrichment	500, 832	26	126, 702
Kindergarten	260, 591	19	3, 424
Foreign language	157, 290	13	9, 174
Business education	154, 830	18	13, 226
Speech	147, 866	12	13, 472
Home economics	95, 754	12	8, 232
Industrial arts	86, 277	9	7, 529
Other vocational education	27, 464	7	2, 044
Services:			
Library	1, 697, 911	79	273, 257
Guidance	1, 610, 776	68	222, 975
Food	1, 121, 049	48	82, 918
Other services	484, 233	32	120, 064
Evaluation	27, 700		27, 448
Aides	141, 627		19, 047
CMC	166, 422		50, 455
Community services	1, 000		30
Supervision	26, 929		7, 251
Driver education	35, 903		1, 300
New York City	14, 000		350
Computer processing	64, 127		3, 000
Testing	5, 325		8, 183
Bus	1, 200		3, 000
Health, medical	460, 306	57	177, 830
Attendance	253, 415	30	153, 863
Health, dental	197, 115	32	65, 608
Transportation	168, 659	25	48, 853
Speech therapy	124, 048	15	9, 100
Psychological	95, 684	16	31, 160
Other services for the handicapped	12, 935	6	298
Social work	7, 500	1	4, 300
Clothing	4, 300	2	240
Parental involvement	16, 540		
Inservice education	148, 172		
Construction	282, 189		
Equipment	435, 514		

Note: $389,979, instructional; 45,535, other.

Institutions: *Alabama Institute for Deaf and Blind.*—Regular Term, 675 participants, Summer Term, 65 participants.

Programs: Cultural enrichment, Other Vocational Education, Special activities for the handicapped, Health, medical, Library, Psychological, Transportation, Special services for the handicapped, and Food.

Partlow: Regular Term 778 participants, Summer Term 778 participants.

Programs: Special activities for the handicapped. *State Training School for Girls.*—Regular Term 77 participants. Summer Term 77 participants.

Programs: Reading, Speech, Cultural enrichment.

Alabama Industrial School.—Regular Term 451 participants, Summer Term 451 participants.

Programs: Art, Transportation, P. E., Cosmetology, Barbering, Auto mechanics and printing, Guidance, Library, Science, Cultural enrichment, Reading, and Social Science.

Institutions: *Alabama Boys Industrial School.*—Regular Term 200 participants, Summer Term 200 participants.

Programs: Art, Cultural Enrichment, Reading, Speech, P.E., Other vocational education, Health, medical.

Migrant Programs.—Programs: Reading, Cultural enrichment, Vocational education, Physical education and recreation, Math, Science, Social Science, Health, Food, Counseling and Guidance, Transportation, and Social Work.

Counties Participating: Baldwin, Cullman, DeKalb, Henry, Jackson, Pike and St. Clair.

Estimated enrollment: 479 Regular, 838 Summer.

Dr. **Mellown**. Title I and the other programs of ESEA have added greatly to the esthetic experiences of the boys and girls in our State, and we are quite pleased with the kind of experiences that we have been able to provide under these programs.

Some of the weaknesses that we see for the program as it now exists is that the constant change in the regulations, the constant change in programs and information, that we certainly understand may be necessary, does not strengthen the program itself.

It causes us to have fragmented programs and not to be able to do long range planning.

We see as one of the tremendous problems the inability of the Office of Education to be able to provide the State department of education and the LEA's to be able to provide the Congress and the public with meaningful and relevant information concerning the educational programs, particularly in title I.

We recognize this as a problem, and perhaps would suggest that this might very well be an area that this committee might like to give further consideration to in providing additional funds or additional means whereby we could improve the evaluation program so that we could provide relevant information to the Congress and to the public that is interested in the type of programs that we have.

We feel that a lack of well-trained educators in the Office of Education therein, their inability to secure these people because of funding, and for other reasons, handicaps the operation of the program.

We would like very much to see the Office of Education staffed to the fullest possible extent so that they could provide the States with all available technical information in operation of the program.

We feel that the Office of Education, and I would remind you, sir, that we are speaking from a southern State, but we feel that the Office of Education has a real contribution to make in public education in America.

We feel that they can offer technical assistance to us in the areas of program development and the area of management of programs. We would like very much to see this strengthened.

We are pleased that so many of the programs are now being funded through the State educational agency. We feel that this will add greatly to the programs and we feel that those programs that are not now funded through the State educational agencies and the local educational agencies are suffering as a result of not being funded through these agencies.

The reason for this is that we feel we have a duplication of effort. The school facilities are there, and we, when these programs are being coordinated through the existing educational agencies feel many improvements can be made in the program by doing this.

We would like then to call your attention to the statistical information which you have available and to appendix No. 3, which deals with the test scores on a random selected group of school districts in the State of Alabama.

(The document referred to follows:)

APPENDIX 3

(Fiscal year 1969—from evaluation table)

Reading—Alex City (remedial).—Grade 9—73 students participating. Average progress was 7 months per year for the previous 9 years, 1 month. Progress during during grade 9 (under Title I program) is 1 year and 2 months.

*Butler** (*developmental*).—Grade 6—560 students participating. Average progress was 8 months per year for five years, 5 months. Progress during grade 6 (under Title I program) is 1 year 2 months.

Calhoun (*remedial*).—Grade 7—119 students participating. Average progress was 7 months per year for 7years, 1 month. Progress during grade 7 (under Title I program) is 1 year.

Grade 8—33 students participating. Average progress was 7 months per year for 8 years, 1 month. Progress during grade 8 (under Title I program) is 1 year, 2 months.

Grade 9—14 students participating. Average progress was 5 months per year for 9 years, 1 month. Progress during grade 9 (under Title I program) is 7 months.

Clay (*remedial*).—Grade 6—50 students participating. Average progress was 7 months per year for 6 years, 1 month. Progress during grade 6 (under Title I program) is 1 year, 4 months.

Grade 5—61 students participating. Average progress was 7 months per year for 5 years, 1 month. Progress during grade 5 (under Title I program) is 1 year 2 months.

Coffee (*remedial*).—Grade 7—100 students participating. Average progress was 8 months per year 6 years, 9 months. Progress during grade 7 (under Title I program) is 2 years, 2 months.

**Colbert* (*remedial*).—Grade 7—456 students participating. Average progress was 9 months per year for 6 years, 8 months. Progress during grade 7 (underTitle I program) is 1 year, 2 months.

Grade 10—250 students participating. Average progress was 9 months per year for 9 years, 8 months. Progress during grade 10 (under Title I program) is 1 year, 2 months.

Coosa (*remedial*).—Grade 3—174 students participating. Average progress was 6 months per year for 3 years, 5 months. Progress during grade 3 (under Title I program) is 1 year 2 months.

Grade 6—194 children participating. Ayerage progress was 7 months per year for 6 years, 5 months. Progress during grade 6 (under Title I program) is 8 months.

Crenshaw (*developmental*).—Grade 12—15 6 students participating. Average progress was 8 months per year for 11 years, 8 months. Progress during grade 12 (under Title I program) is 1 year, 5 months.

Grade 11—165 students participating. Average progress was 9 months per year for 10 years, 8 months. Progress during grade 11 (under Title I program) is 1 year, 6 months.

Decatur (*reading program using team-teaching*).—Grade 9—319 students participating. Progress averages 9 months per year for 9 years, 1 month. Progress during grade 9 (under Title I program) is 1 year, 3 months.

Etowah (*remedial*).—Grade 5—118 students participating. Average progress was 9 months per year for 4 years, 9 months. Progress during grade 5 (under Title I program) is 1 year, 3 months.

Franklin (*special reading teachers*).—Grade 4—282 students participating. Average progress was 9 months per year for 3 years, 9 months. Progress during grade 4 (under Title I program) is 1 year, 4 months.

Grade 7—274 students participating. Average progress was 8 months per year for 6 years, 8 months. Progress dusing gsade 7 (under Title I program) is 1 year and 7 months.

Grade 9—276 students uarticipating. Average progress was 8 months per year for 8 years, 8 months. Progress during grade 9 (under Title I program) is 1 year, 4 months.

Houston (*remedial*).—Grade 7—405 students participating. Average progress was 8 months per year for 6 years, 8 months. Progress during grade 7 (under Title I program) is 1 year, 4 months.

Marshall (*remedial and developmental*).—Grade 5—268 students participating. Average progress was 9 months per year for 5 years, 1 month. Progress during grade 5 (under Title I program) is 1 year, 2 months.

Grade 9—23 students participating. Average progress was 7 months per year for 9 years, 1 month. Progress during grade 9 (under Title I program) is 2 years, 4 months.

Randolph (*remedial*).—Grade 7—44 students participating. Average progress was 6 months per year for 7 years, 5 months. Progress during grade 7 (under Title I program) is 2 years, 2 months.

Sylacauga (reading centers and indvidual instruction).—Grade 7—23 students participating. Average progress was 6 months per year for 7 years, 1 month. Progress during grade 7 (under Title I program) is 1 year.

Scottsboro (remedial).—Grade 7—33 students. Progress average was 7 months per year for 7 years, 5 months. Progress during grade 7 (under Title I) is 2 years, 3 months.

Grade 8—51 students participating. Average progress was 8 months per year for 8 years, 5 months. Progress during grade 8 (under Title I program) is 2 years, 2 months.

Troy (remedial).—Grade 7—153 students participating. Average progress was 8 months per year for 6 years, 8 months. Progress during grade 7 (under Title I program) is 1 year, 6 months.

Grade 9—179 students participating. Average progress was 8 months per year for 8 years, 8 months. Progress during grade 9 (under Title I program) is 1 year, 4 months.

Tuscaloosa City (special reading program in centers).—Grade 10—28 students participating. Average progress was 8 months per year for 10 years, 2 months. Progress during grade 10 (under Title I program) is 1 year.

Grade 8—60 students. Average progress was 6 months per year for 8 years, 2 months. Progress during grade 8 (under Title I program) is 1 year, 2 months.

Tuscumbia (developmental).—Grade 4—155 students participating. Average progress was 9 months per year for 3 years, 8 months. Progress during grade 4 (under Title I program) is 1 year, 5 months.

Winfield (reading).—Grade 5—76 students participating. Average progress was 9 months per year for 5 years, 2 months. Progress during grade 5 (under Title I program) is 1 year, 3 months.

Choctaw.—Grade 4—126 students particpating. Progress during 4 years averages 9 months. Progress during grade 4 (under Title I program) is 1 year, 5 months.

Talladega City.—Grade 4—96 students participating. Progress during 4 years, 1 month averages 5 months. Progress during grade 4 (under Title I program) is 1 year, 6 months.

I will not again attempt to read these. I would simply point out to you that most of the test scores that are given, and most of the school districts that are selected here, do show progress.

The boys and girls show progress over what they have been making.

In the case of the first one, the ninth grade, 73 students participated.

These 73 students had made an average progress of only 7 months per year for the 9 previous years in school. During 1 year, the year given here, fiscal year 1969, during the 1 year of fiscal year 1969 these children made 1 year and 2 months progress.

This continues all the way through. You might ask, or you might say, 1 year's progress is not much progress. This is what they should be expected to make.

But during the previous 9 years of school, these children only made 7 months progress per year, so the fact that they increased their progress to 1 year and 2 months indicates that title I is making an impact on the lives of these boys and girls.

I hope that you, as a committee, will have an opportunity to look at least at these test scores and to look at the charts that are presented, which also indicate pictorially the progress that the children are making in another school district in the State.

We would like to point out here the progress that has been made and the efforts that have been made in the area of title II, the Elementary and Secondary School Act.

Alabama still needs more materials, supplies, and library equipment, but we would call your attention to the fact that prior to the

Elementary and Secondary Education Act, fewer than 50 percent of the elementary schools in the State offered any type of library services.

Now more than 80 percent of the elementary schools in the State offer some type of centralized library services. Again we submit that this is progress, and that in this, this is hard data that we can put our hands on.

Quite often we are not able to evaluate the program, and we have admitted we are not able to do this adequately in all cases, but we feel this is a concrete example of progress that is being made.

We could not come here today without mentioning title III, and title V.

If I may, I would like to mention these two acts briefly. Some 40 of our LEA's have participated in the Elementary and Secondary Education Act title III program. They have had an opportunity to improve their programs and to try out new and different educational ideas to improve the offerings of the boys and girls.

Appendix No. 6 offers some ideas about the way title III funds have been used. We have not here inserted any of the evaluations of title III, however, I believe in the information you have. You have a brief synopsis of all the current existing title III projects in the State.

As far as title V we would simply commend the committee for its efforts in behalf of title V, and simply say it has helped the State Education Department of Alabama to provide the consultative type thing that has been so desperately needed by the local school systems in our State, and it has helped us to more adequately provide for the needs of the boys and girls in our State.

We have, as you have heard, Mr. C. C. Davis with us.

Mr. Davis will make a statement at this time, and we will be glad to answer any questions the members of the committee may have.

Mrs. MINK (presiding). Thank you very much. Would you like to proceed at this time?

Mr. DAVIS. My purpose is to talk about a title III program, and Mr. Mayfield, the administrative assistant, will discuss the title I activities.

We want to approach the program as it is, and what we have attempted to do. You have a copy, I believe, a summary of the title III activity of the Etowah County Board of Education.

I would like to describe the school system prior to the Elementary and Secondary Education Act and some of the activities that happened as a result of your efforts.

Going back beyond the advent of the title III programs, our teachers were teaching, and I think this was rather typical where the teachers had overbearing loads, a great number of children.

There just seemed to be no organization concerning a direction toward children.

For example, we had, prior to this, some teachers who were teaching five different subjects, and in many cases in different disciplines, jumping from social studies over into math.

We have 7,500 youngsters in the school system, and we have seven high schools.

Our approach to the title III project was an attempt to consolidate all seven of those high schools without moving children or buildings.

Now this is without constructing new facilities, and somehow or other pick up those advantages that large enrollment schools have to offer children, and yet retain those advantages that small schools have to offer children.

I think you are familiar with some of those advantages. Extracurricular activities are greater in small schools but you lose that when you go to bigness.

Of, course, to consolidate facilities costs money. Our school system did not have the money, so we were approaching a way to get at the business of educating children without a lot of money, so title III gave us this opportunity.

We have seven high schools, as I have mentioned. We've tied those seven high schools together with a telephone line. We put on each end of that line what is known as an electric blackboard, where we can teach some children on a systemwide basis.

This telephone line will run some 150 miles, in a loop. We have also put two-way radio, audio in that system. Therefore, we have audio communications between all children at a given time in the seven high schools.

We have just initiated and now have in operation an ITV network so that we can teach up to 700 pupils at one time over the network.

We have initiated audio feedback from the classroom into the TV studio. We do most of our teaching live.

Prior to title III, some of the children did not have an opportunity to take some of the special courses.

It was very difficult to justify the foreign languages in a small school. It was very difficult from a cost basis to justify the higher math and science. In other words, if we had 3 students in a given school that needed science or math, it was most difficult to employ a teacher under those conditions.

In the last year, we offered 7 different courses on a system wide basis including Spanish, French 1 and 2, and algebra, physics, and shorthand. In addition we offered many enrichment courses on a system wide basis over the network.

We will add one thing to that this coming year. We have had a problem with schedule time. In other words, the bells in each school have been a little bit off, this one off 5 minutes and this one off 10 minutes. We will ring all bells from a central location in a 150-mile loop and therefore coordinate the time when children will get to classrooms.

This has enabled us to use resource people and has become a very effective dissemination vehicle. By using resources people, getting people involved in the teaching process is what I am referring to.

A very distinguished Congressman, Congressman Bevill, has talked to us over the system. In the past, he would have talked to 30 or 40 children in a school, and it would take up an hour of his time.

Under this arrangement, he talked to 700 children on a systemwide basis.

As an example we had a very unique approach to civics during the last session of our legislature. One of the Congressmen, one of the Members of the House, went to the lobby and made a telephone call into my system, and he reported at that time the happenings in the House on that date to 700 pupils.

Using the resources people has been most beneficial to us, because it has brought the people up to date because they are involved in the teaching process, and at the same time it has brought to children information as it is needed.

That is our title III program, and we have been very excited about it. It is my opinion that title III of the Elementary and Secondary Education Act has had a tremendous impact on the American school, and I think it should be continued, and broadened, because I think with this program we can fit the direction of American education in the future.

ALABAMA

Equalizing Multischool Curriculum by Technology, Mr. C. C. Davis, Superintendent of Etowah County Schools, and Mr. Billy J. Rains, Project Director, Office of the Superintendent of Education, Etowah County, Gadsden, Alabama, 35202. *Funding:* Fiscal Year 1969—$158,870, Fiscal Year 1970—$145,177. *Participants* in Fiscal year 1969: 4,500 students in seven high schools. *Project Number* 68–6388.

The curricula of seven high schools have been coordinated under one administration. A flexible rotating schedule has made this possible, providing equal opportunity for all students of the seven high schools in each subject area. The schedule permits all students to be scheduled 20% of their time into large group, small group and individualized instruction. This block of time is known in Etowah County Schools as the Conference Learning Center block of time. Teachers in individual disciplines have worked much closer as a team in setting up the year's activities. In addition, teachers have worked more effectively in each discipline area with each grade level organized into a teaching team. The team consists of an English, math, science and social studies teacher. Librarians, counselors, and teacher aides also work effectively with the team. Individual needs of students is recognized and individual assistance is given when needed.

Large group instruction has been offered through the leadership of a coordinator of each discipline. Programs are communicated by an audio-video graphic network and recently by an Instructional Television system. The audio-video graphic network consists of an amplified telephone and electrowriter circuits. The system provides two-way communication and has re-inforced remedial and enrichment programs for students in the seven high schools. The device permits a teacher to communicate with students in remote schools through an ordinary telephone line, and makes it possible for writing or drawing by the teacher to be reproduced on a screen in students' classrooms.

The addition of an Instructional Television has improved large group instruction. Students can now see and hear the teacher presenting the program, making learning more meaningful. The two-way communication also gives a student the opportunity to communicate with the Instructional Television instructor.

Various resource people from the community and state have participated on the network. Those participating include Albert Brewer, Governor of Alabama, Wernher Von Braun, former Space Center Director of Huntsville, Alabama, Alabama State Senator Ollie Nabors, college professors and many others.

Small group and individual instruction have been most beneficial to students needing additional help in a given subject. Learning centers have been developed to help students. The Centers are equipped with a multi-channel communication system, sound filmstrip projector, 8mm loop machines and software for the above machines.

Another phase of the program makes possible a curriculum to meet individual needs of students. Students in small high schools have the same course offering as the larger high schools. Courses offered through the network facilities consists of French I, French II, Spanish I, Shorthand II, Algebra III, Physic and Chemistry II. Results have been outstanding. Students now can compete with their peers in respective schools, colleges, or in their chosen vocation.

Adjoining school systems have shown interest in participating in the Instructional Television and audio-video graphic networks.

The system operates a single, racially integrated school system.

Brief Introduction

A project for the purpose of equalizing multi-school curriculum by technology was funded to Etowah County Schools on July 1, 1968. Seven high schools were included in the project with approximately 4,500 students participating. The project was funded for a three year period, subject to approval on a year to year basis during the three year period.

Objectives

1. To operate seven high school centers located in a radius of 12 miles as one administrative high school unit, merge all curriculum into one master schedule so that each student will be guaranteed equal opportunities, and gain the advantages of large enrollment high schools, yet retain those advantages small enrollment high schools offer children.

2. To implement new and revised instruction and methods which better meet the needs of students in a unified and cordinated school program located in seven different centers, and coordinate and utilize the proposed services as they relate to individual student needs in the new school environment. To demonstrate the effectiveness of a master schedule that tentatively promises a 30% recapture of unproductive school time.

3. To coordinate administrative and teaching personnel functions into an innovative program organized in a high school complex located in seven different centers, continue a process of innovative searching on the part of the administrative and teaching personnel, coordinate and further expand the curriculum made possible by the new administrative organization, and to further eliminate all evidences of a dual system thereby guaranteeing equal opportunities for all.

Organization, Operation, Evaluation and Results

The project has been evaluated by a two fold method: An evaluation team from Auburn University has been secured to perform an annual evaluation. This team is headed by Dr. Robert L. Saunders, Assistant Dean, School of Education, Auburn University. Dr. Saunders and other members of the evaluation team conducted the first evaluation in April of 1968. The team first met with the project director and staff to discuss the project in general. This was followed by visits to the seven high schools involved in the project. The team visited the large group instruction, small group instruction and courses being taught exclusive by the network. Members of the team discussed the project with teachers and students in the seven high schools and reported the following as evidence of progress:

1. *To Increase the Holding Power of Students.*—There was evidence that the ADA increased during this school year. Further evidence was noticed that the drop-out rate decreased, with one school not losing a senior during the school year.

2. *Improve Staff Utilization.*—Etowah County Schools teacher-pupil ratio is 1–25, which is the same as the previous year. There has been improvement in the curriculum, which offers wider variety of courses to the small schools without additional teachers. Algebra III, Chemistry II, and foreign languages have been made available to all students by the audio-visual network. Students attending the small high schools have the same choice of curriculum as the larger high schools. Enrichment programs have been presented by coordinators and various discipline and resource personnel. Over 80 people within the community and state who possess particular interests, skills and competence were utilized in the program. In turn, this gave the regular classroom teacher an opportunity to work with a small group that needed special help in a particular area. In summary teachers on the whole are teaching fewer classes, fewer students, and are released for planning and work with students on a personalized basis.

3. *Improve Professional Competence of the Instructional and Administrative Personnel.*—Evidence supporting this purpose is listed below:

   (*a*) Improved communication within the teaching ranks within schools involved;

   (*b*) Employment and use of a team of coordinators (resource teachers) as liaison personnel and consultants in the basic teaching field;

   (*c*) The development of skills in operating mechanical equipment and understanding the relationship of education technology both to teaching content and to teaching methodology.

4. *Improved Coordination of Teaching and Learning.*—The Title III project has made staff available for the first time to really coordinate teaching, both within teaching areas within and among the various schools and within and among the various grade levels. One coordinator is assigned to each of the basic teaching areas. The coordinator has been very helpful in analyzing the teaching content in a sequential order, which in turn has improved the learning process in Etowah County Schools.

Staff, Teacher and Student Evaluation

There is considerable evidence to indicate that the holding power of students has been greatly increased. Records indicate that the average daily attendance has increased significantly over the previous year. This evidence is noted by the fact that student drop-outs have decreased. Student interest, morale, and participation in student activities has improved over previous years.

The unified schedule has resulted in more efficient organization of teacher time. Additional time has been made available for preparation periods, small group instruction, student-teacher planning, intra-teacher planning, teacher-coordinator planning, and individualized instruction. A teacher is free with his students thus making provision for students to work in closer communion.

In summary teachers as a whole are teaching less classes and fewer students per day. Most important is the teacher-pupil personalized instruction time now made available. Improvement has been made by increasing curricula offerings to students in all schools. This is especially true of the smaller high schools where students may take advanced math, advanced science and foreign language for the first time. For example, smaller schools have been able to expand the classroom to include much of the outside world. This is evidenced by the fact that classes have been taught by the Governor of Alabama, senators, congressmen, outstanding scientists and mathematicians, Werner Von Braun, authors and other literary personnel. Most of this activity would be impossible if it were not for a flexible schedule and the use of technology and instruments to implement it. Another most interesting observation is the overwhelming acceptance of a new approach to educating children by civic groups, parents, educators and other interested peoples.

Dissemination

There have been several opportunities to demonstate the project to educators and civic club groups interested in the school curriculum. Educators from a number of Alabama school systems and several out of the state educators have visited the Etowah County Schools to seek information applicable to their systems. They have seen the flexible rotating schedule in operation, the audio-visual network, consisting of the electro-writer and the two-way communication, used to teach subjects from one location to six others. Educators have viewed lessons taught to one grade level in seven high schools and the development of the learning centers for small groups and individualized instruction. The visitors were interested in additional time made available for teachers to work with small groups and on a one-to-one ratio. The individualized concept used in the Etowah County Schools was of great interest to the visitors. The Superintendent of Schools and staff have demonstrated various aspects of the project to different groups of educators. The Staff presented an overview of the project as the Alabama Educational Media Association meeting in February of 1969 at Selma, Alabama. The Superintendent presented the project ideas to all superintendents at various meetings across the state. A complete demonstration was presented at a state level conference which included the network, electro-writer, two-way communication, closed circuit television, and small group instruction. Software and hardware was exhibited to demonstrate the implementation of small group and individualized aspects of the project. The dissemination and publicity given the project has resulted in requesting staff members to participate in inservice training workshops in Alabama and neighboring states.

Plans for Continuation

The project has been in operation for one year under a proposed three year grant. The project has had a tremendous impact on the educational process in Etowah County Schools. All students of the seven high schools have been given equal educational opportunities. The curriculum of the small high schools had been improved. Efficiency in time-saving devices in the instructional program will permit economy in education. The flexible rotating schedule has given extra time for teachers to work with small groups and individual students.

Summary

The first year operation of the project has been rewarding to students in many avenues. The most rewarding is the supplementary lessons taught on the audiographic network by the community resource people. Subjects taught to students in the small high school by way of the network has been rewarding. Students of the small high school have been given the same curriculum offering as the larger high school.

The interest shown by the community has made us aware that they are ready for a change in our school curriculum. Parents of students attending the small high schools have been pleased to know that their students have the same curriculum offerings as the larger schools. The students have shown considerable interest in the supplementary programs, and additional time that has been made available for them to receive individual help.

The interest shown and cost analysis of the project leads the Etowah County Board of Education to believe that the program made available under Title III ESEA will be continued in its entirety when Federal support has been withdrawn.

The addition of closed circuit T.V. and two-way communication will further provide students of Etowah County Schools with an expanded curriculum that will better prepare them for this complex industrial society in which they will live.

Mr. MINK. Mr. Mayfield now will discuss the title I activities.

Mr. MAYFIELD. Mrs. Mink, and members of the committee, our purpose is to give some information which will reflect the instructional activities and the supportive services which have come about in Etowah County as a result of title I funds.

If I may, I would like to give a brief overview of what title I has been since 1965, and then proceed to give more specifics for the year 1969 and 1970.

I was fortunate to be in on the ground level of title I when it was allocated to the States and Etowah County in 1965. We undertook at that time to make a study of our needs, and in 1965 they were quite extensive.

That is not saying that at the present time, in 1970, they have eased, and that these movements that we have been able to make have been completed and satisfied.

But in the assessment of needs, we looked at our school system, which is the second smallest school system—let me retract that—Etowah County is the second smallest county in Alabama. It has a population of a little over 100,000 people.

Within this, we are responsible for primarily 7,500 students. Since 1965 through the study and assessment of needs, we have come to the conclusion that we must concentrate in areas of reading, that we must concentrate in areas of science and that we must concentrate in areas of counseling, and also to provide teacher assistants from the standpoint of employing teacher aides to assist in implementing programs.

This is just a brief overview, and I might say that we have been in constant study since 1965 to determine the strengths and weaknesses of this program.

In the 1969–70 school year, we have allocated funds, title I funds, in the area of reading, foreign languages, music, teacher aides, and extended day school. These are the instructional activities which reflect a great deal of progress that title I has made.

In supportive services title I has given to the school system its first guidance and counseling program. I think this should reflect its extreme importance from the standpoint that prior to 1965 there was not an existing guidance counseling program.

Also in supportive services there is in existence a library program that reflects progress in elementary education.

(Mr. Perkins resumes the chair.)

Mr. MAYFIELD. The gentleman from Toledo indicated the extreme importance of library services, and I would certainly commend him for this and wholeheartedly agree that library services are of extreme importance.

We feel that through title I we have been able to serve a population which prior to 1965 was only being partially served as far as finances were concerned.

We have through title I, been able to employ personnel which have helped to implement our existing instructional program and supportive services.

I can say that it has been with existing funds of title I that we have been able to make substantial progress in the areas that I have previously mentioned.

This, Mr. Chairman, and members of the committee, is a brief presentation as to the effectiveness of title I, ESEA in Etowah County schools.

Dr. MELLOWN. Mr. Chairman, one area that I neglected to mention that I would like to call to the committee's attention is the matter of allocation of funds among the States.

We recognize that that is a serious and terrific problem for the committee and for the Members of the Congress. I would like to call, however, the committee's attention to appendix 5, which gives the concentration of low-income families by percentage of every school district in the State.

You note that some of these percentages run as high as 83 percent, and that the statewide percentage is 28 percent. I would submit, to the members of the committee that 28 percent of the children from the State of Alabama coming from families with low incomes is quite a high percentage.

This I think helps to point out the terrific need for title I funds for a State such as Alabama.

It is very difficult, if not impossible, in a school district where 83 percent of the children come from low-income families to concentrate effort. Our concentration of effort is almost impossible, as a matter of fact, when only 17 percent of the children don't qualify on the percentage basis as coming from low-income families.

This is the highest percentage, I believe, in the State. However, there are many other districts that have percentages equally high.

I believe, according to my figures, that Etowah County and the two gentlemen here representing Etowah County, I believe, have a percentage of 21 percent.

The CHAIRMAN. Without objection, all the data you have brought with you will be inserted in the record.

(The documents referred to follow:)

STATE OF ALABAMA,
DEPARTMENT OF EDUCATION,
Montgomery, Ala., July 8, 1970.

TO MEMBERS OF THE HOUSE EDUCATION AND LABOR COMMITTEE:

We, of the State of Alabama, wish first to thank you for your work in behalf of our boys and girls. We are aware of your efforts to help provide each child the best possible educational programs. We are also aware that it is difficult, if not impossible, to obtain hard evaluation information on the effectiveness of school programs. We believe that the elementary and secondary education programs have affected education most profoundly throughout the nation. You, the members of Congress, and the staff of the Office of Education have contributed greatly to a new and improved effort on behalf of education in the United States. You have given much needed help to states such as Alabama. At this time, we should like to point out what we believe are some of the strengths and weaknesses of the Elementary and Secondary Education Act.

Strengths of E.S.E.A. are these:

1. ESEA has provided an abundance of materials, supplies and equipment which did not exist previously.

2. ESEA has provided the means for in-service education of professionals and para-professionals which would have been impossible before the institution of this Act.

3. Title I of ESEA has provided remedial, corrective and developmental reading programs which have enhanced the educational opportunities of many children in this State.

4. Aesthetic experiences have been provided where none previously existed.

5. Most ESEA programs are now funded through the State Education Departments.

Weaknesses of E.S.E.A. are as follows:

1. Constant revisions/interpretations of program guides, information guides, and regulations which drastically effect participation and scope of all ESEA programs.

2. Inability of Office of Education, State Education Departments and local education agencies to provide relevant evaluation information in meaningful terms to the public and to the Congress.

3. Lack of well trained professional educators in the Office of Education to assist the State Departments of Education. Too often, the Office of Education must depend upon poorly trained persons having very little educational experience because of political or other type pressures.

4. All education programs should be funded through State Education Departments and local education agencies. This would eliminate duplication of effort, overlapping of programs and many other problems which have arisen in relation to programs such as Head Start and others.

In our opinion, Congress could greatly strengthen ESEA programs by implementing the following changes:

1. All educational programs should be directed by public school officials in order to eliminate duplication of services and expenditures.

2. Advisory councils which usurp the authority of local and state elected and appointed boards of education should be eliminated. Parents in the community should always be involved in the planning of programs. Requiring advisory councils, however, tends to place too much authority and control of the program with this group. When this occurrs, the local and state boards of education may be circumvented.

3. Consolidation of budgets for all programs should be encouraged. As the programs now exist, State Education Agencies and local education agencies are required to maintain separate budgets for each Federal program. In some cases, separate bank accounts must be maintained. Consolidation could be accomplished by developing one budget indicating each program as a separate item and requiring maintenance of only one bank account.

4. Since the members of this committee have proven again and again a desire to see education programs funded at the highest possible level, we do not feel it necessary to mention this point.

5. The fewest possible Congressional mandates should be written into the legislation. We recognize that Congress must have some regulations but requirements such as that involving allocation of Title III, ESEA funds to programs for the handicapped cause difficulty in program management and often tends to weaken the intent of the program.

May we now call your attention to evaluation and statistical information concerning some of the Titles of the Elementary and Secondary Education Act.

Appendix No. 1 gives some statistical information about Title I for Fiscal year 1969. Appendix No. 2 gives the same information for Fiscal Year 1970 based on the latest available information. Every participating LEA in the State has a summer program under Title I. These figures may change slightly.

Appendix No. 3 attempts to show through test scores the progress made by children in a few LEAs selected at random.

Appendix No. 4 is a graph which indicates progress made by the children in Butler County, Alabama School System.

Appendix No. 5 shows the percentage of children from low-income families for each school district in the State. You will note that the statewide percentage of children from low-income families is 28%. These figures are given only to show the need for Title I funds in Alabama.

TITLE II, ESEA

Title II has given the schools of Alabama much help in the area of library books and materials. There is still a need for more materials, especially for the elementary level child with learning problems. We, in Alabama, presently have far too few books for the children in our schools. There continues to be a great need to bring school libraries up to the National standards.

Schools in Alabama have been stimulated to provide a new kind of library service to children and teachers. At the outset of the Title II program, fewer than 50% of the elementary schools of this State offered any type of library service. Current survey data shows that more than 80% of the elementary schools offer some centralized library service to children and teachers. Many of these schools provide librarians by using Title I funds.

Many of our secondary schools have purchased non-printed material and have adopted the concept of complete media service. An indication of the growing awareness of our need is evidenced by the almost daily arrival of specifications for new library centers.

TITLE III, ESEA

Title III of the elementary and Secondary Education Act has provided more than 40 of our LEAs an opportunity to improve local educational programs. Most of these programs have been conducted at the local level and at local expense.

Appendix No. 6 shows the LEAs having current Title III projects and the type of activities conducted. We feel that Title III has provided the LEAs an opportunity for the first time to test new and different educational ideas in an attempt to improve local programs. We believe that Title III should receive your total support.

TITLE V, ESEA

The Alabama State Department of Education has grown more since the inception of ESEA than at any other period. Most of this growth has been an effort to provide the LEAs the technical and consultative help which was not available locally. The department has purchased a computer to help make information more easily accessible. The value of Title V for Alabama cannot be over-emphasized.

All ESEA programs have helped Alabama and we are indebted to you and to the Office of Education for your help in making these programs available for our boys and girls. We will be glad to answer any questions and to receive any suggestions that you may wish to make.

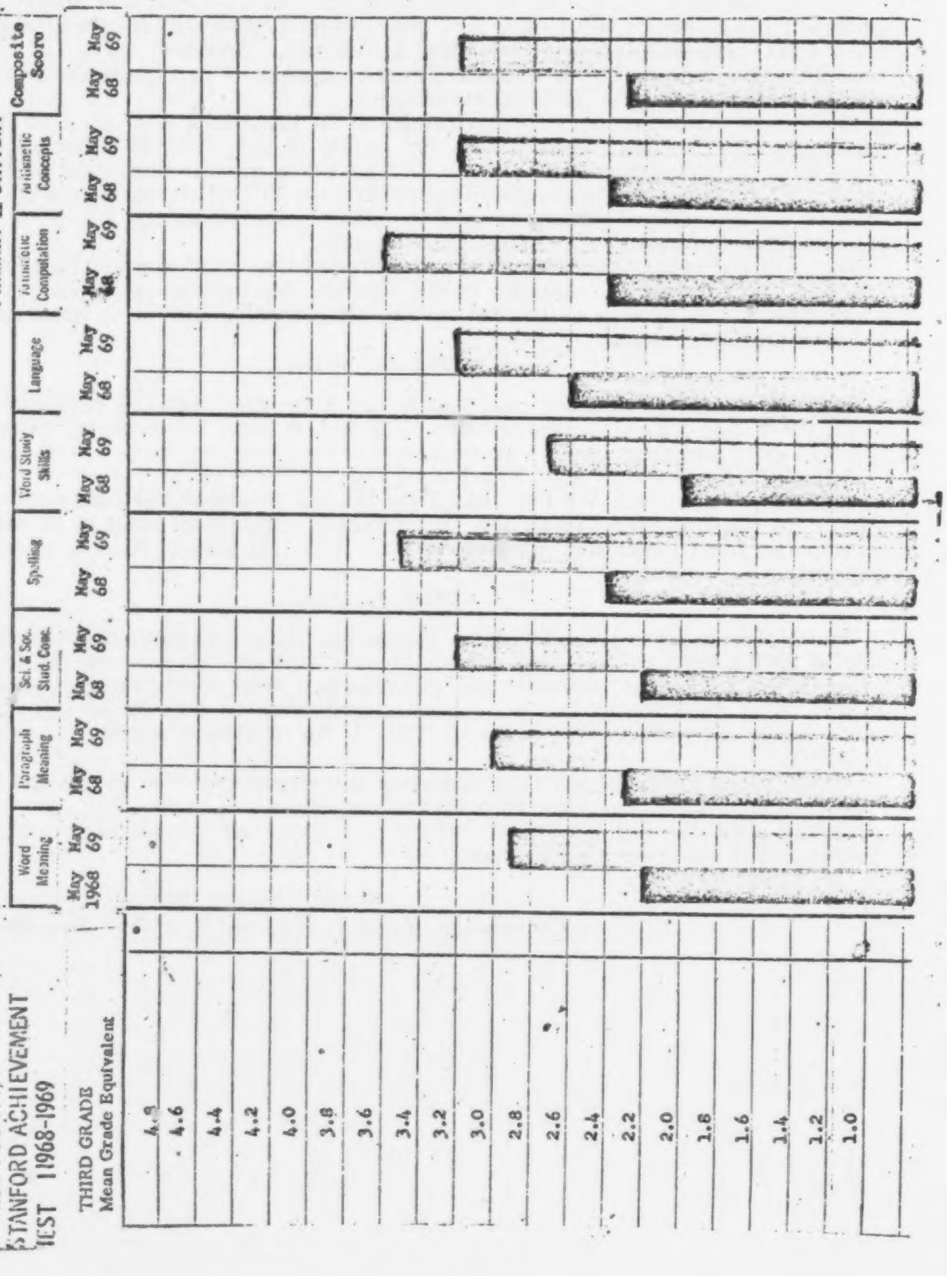
Sincerely yours,

W. E. (Billy) Mellown, Jr.,
Coordinator, Titles I, III, and V, Public Law 89–10.

Appendix 4

Graph No. 7.

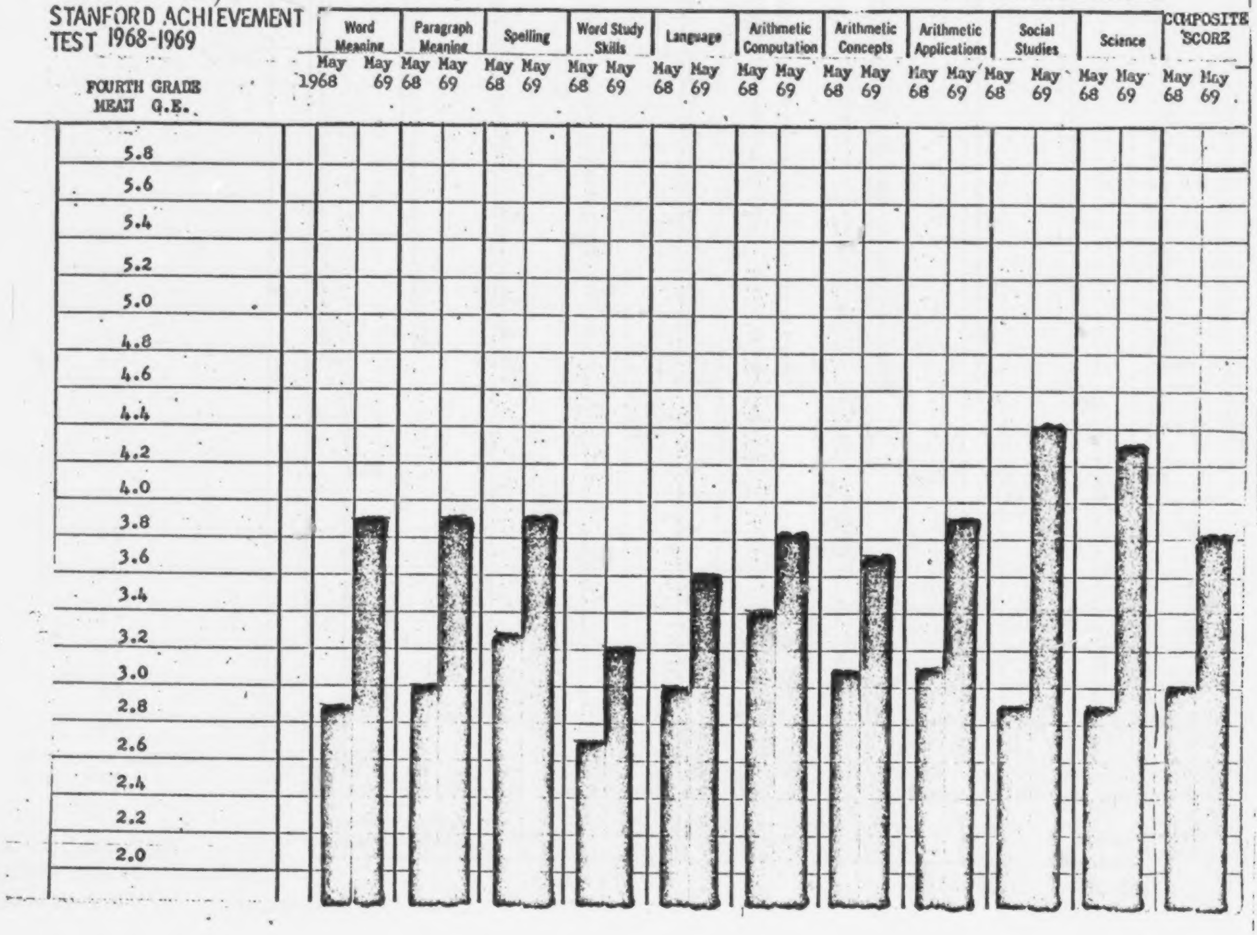
BUTLER COUNTY, Alabama
STANFORD ACHIEVEMENT
TEST 1968-1969

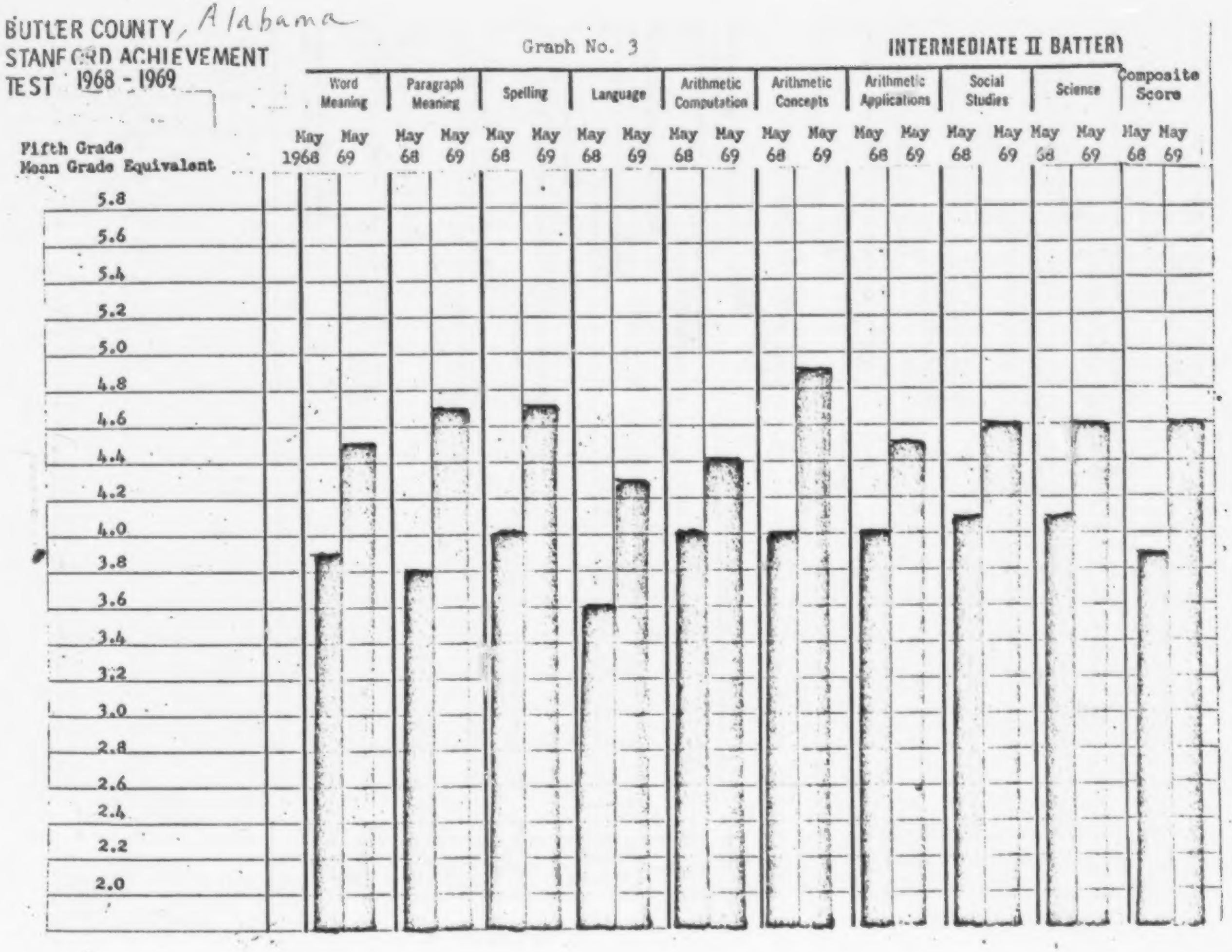


BUTLER COUNTY, Alabama
STANFORD ACHIEVEMENT
TEST 1968-1969

Graph No. 2

INTERMEDIATE I BATTERY





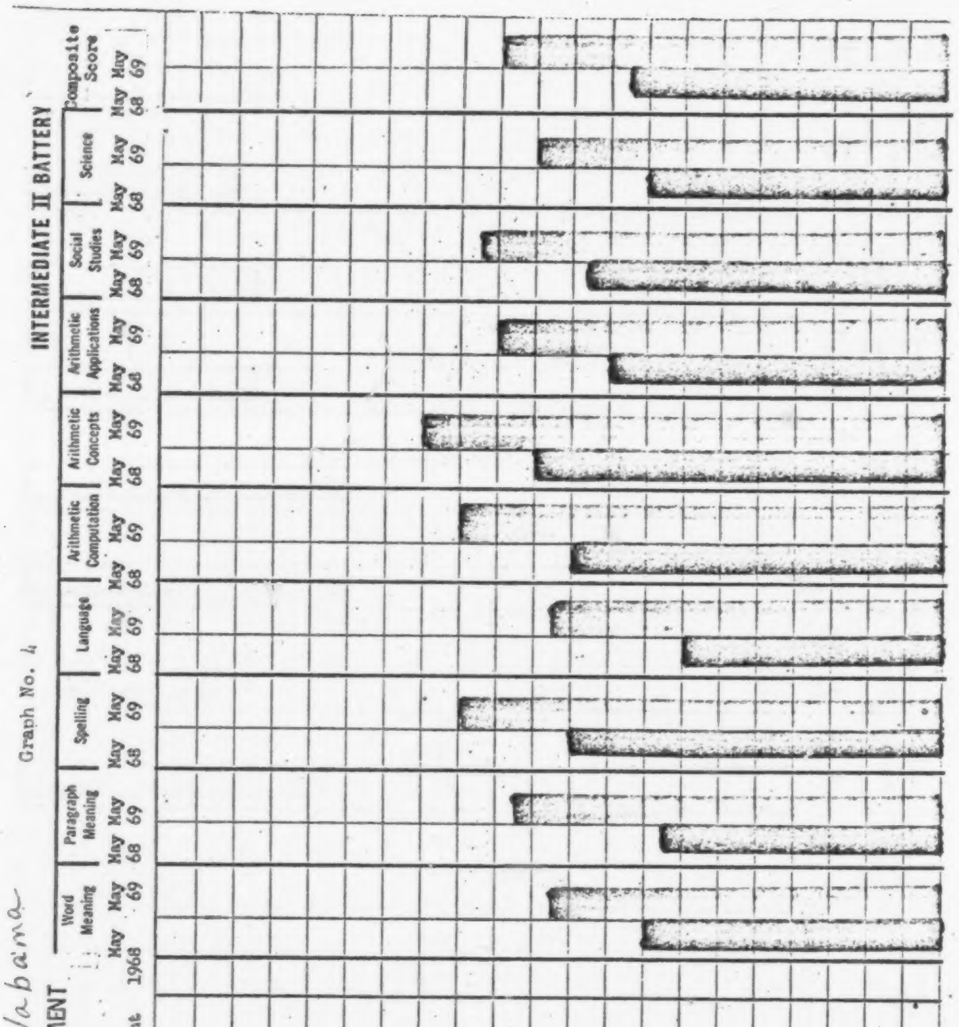
BUTLER COUNTY, Alabama
STANFORD ACHIEVEMENT
TEST 1968 - 1969

Graph No. 3

INTERMEDIATE II BATTERY

Graph No. 4

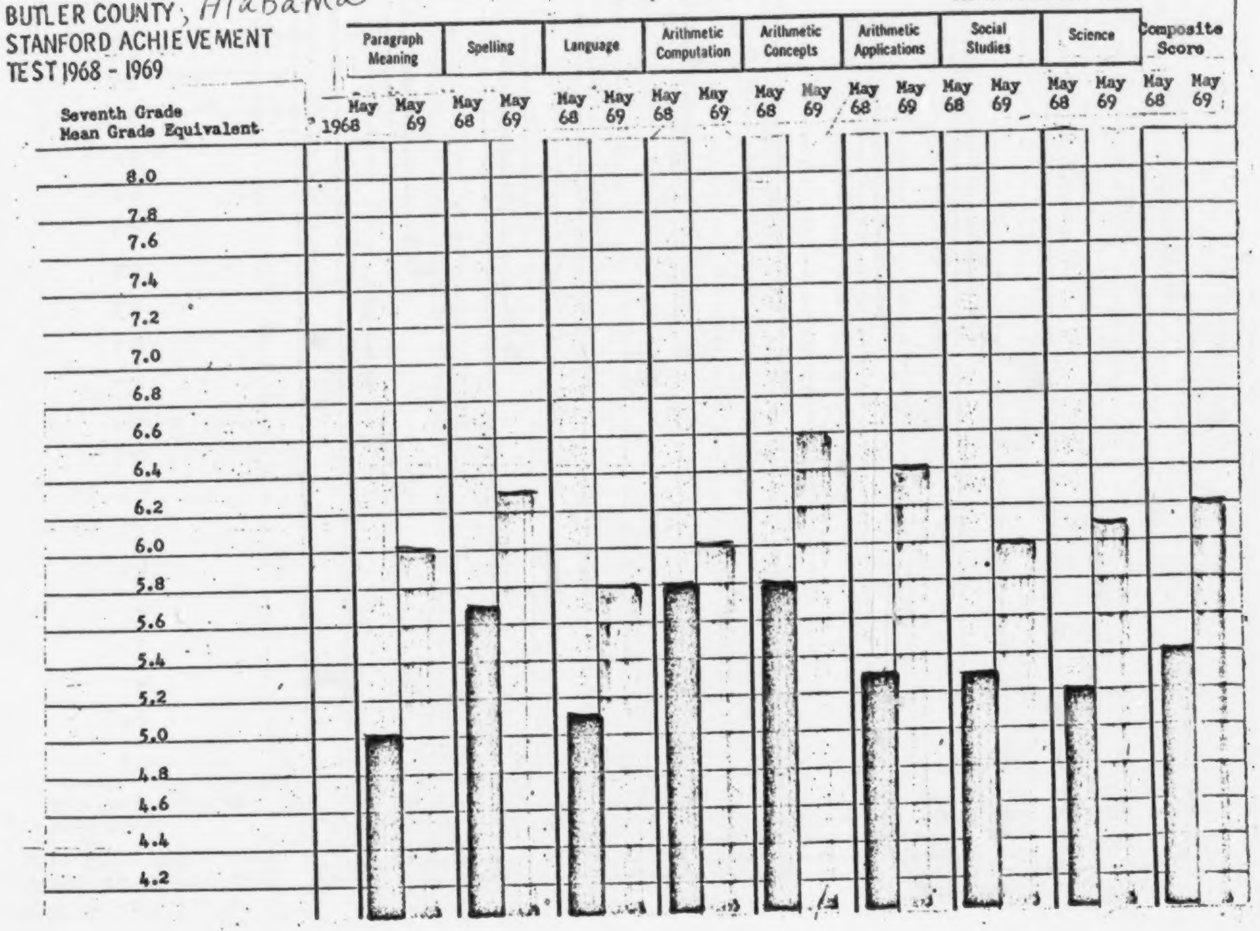
BUTLER COUNTY, Alabama
STANFORD ACHIEVEMENT TEST 1968 - 1969

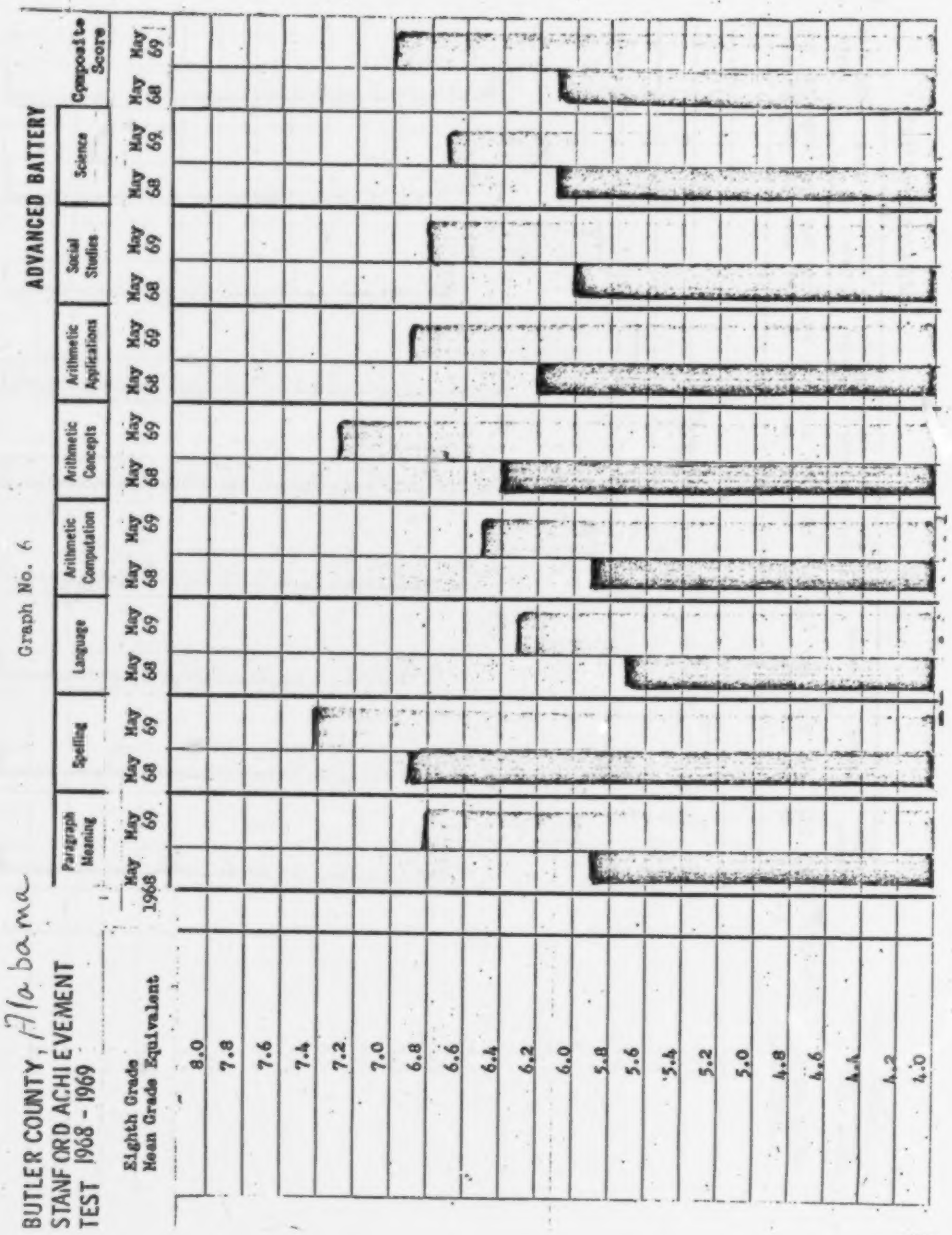


BUTLER COUNTY, Alabama
STANFORD ACHIEVEMENT
TEST 1968 - 1969

Graph No. 5

ADVANCED BATTERY

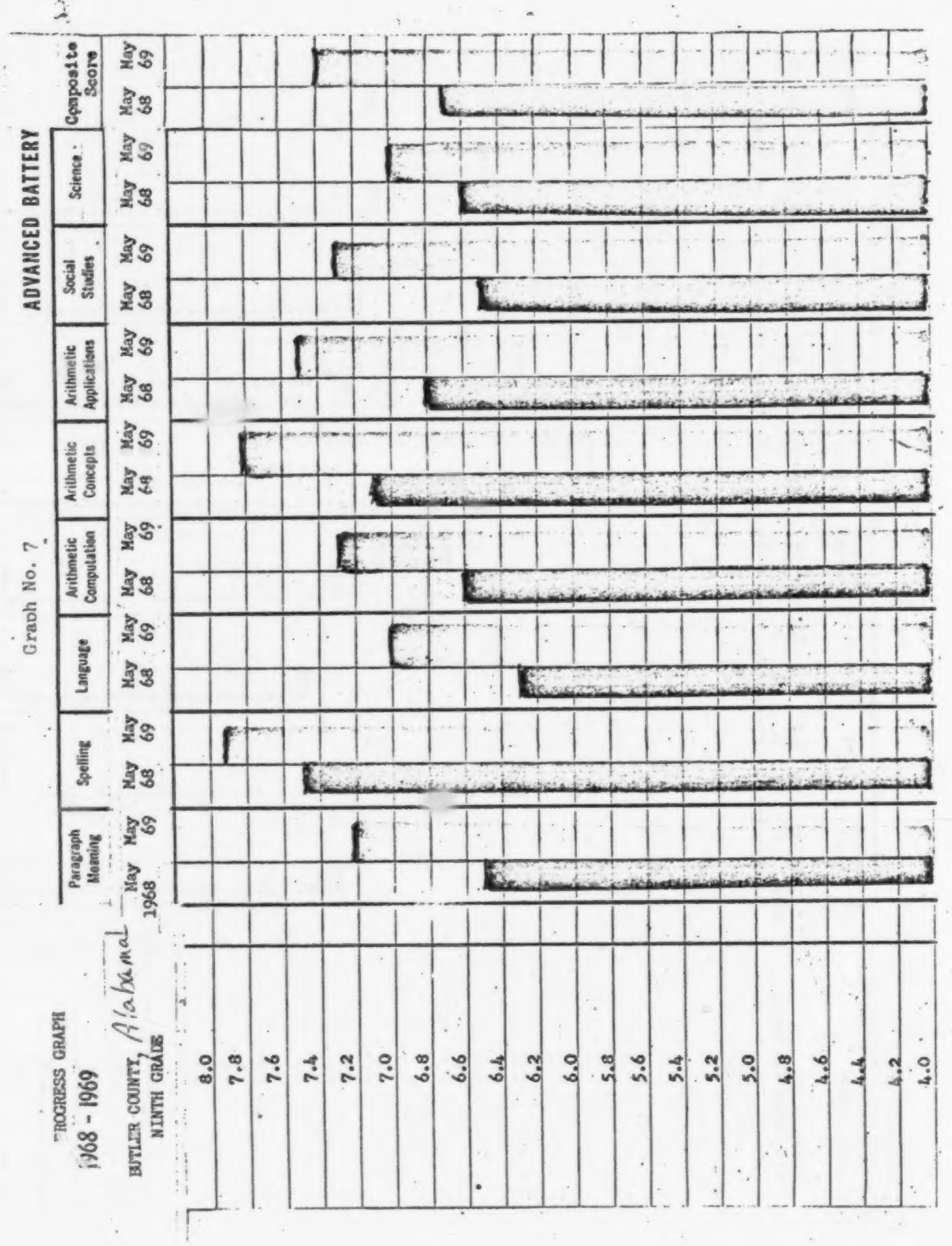


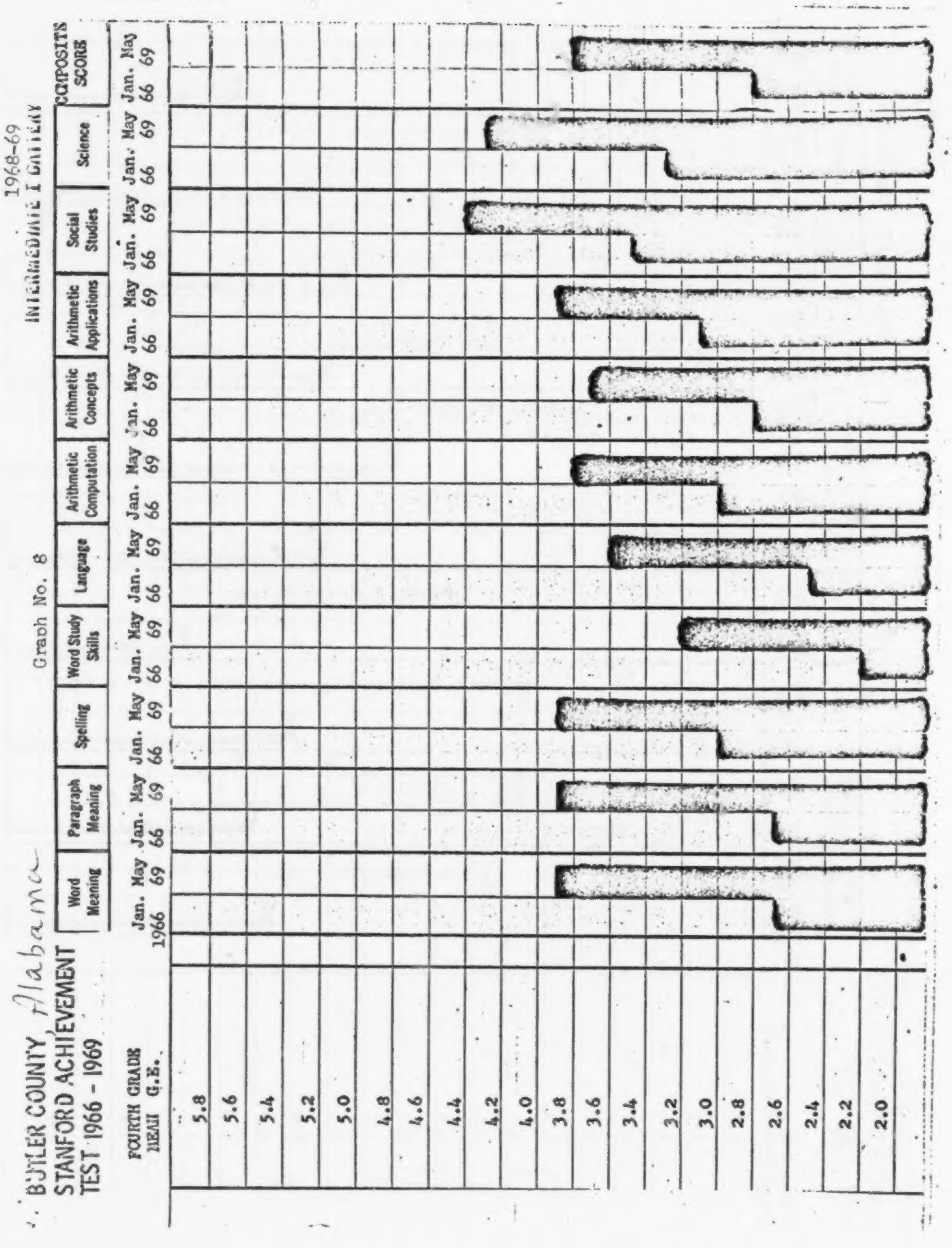


BUTLER COUNTY, Alabama
STANFORD ACHIEVEMENT
TEST 1968 - 1969

Graph No. 6

Graph No. 7


PROGRESS GRAPH
1968 - 1969
BUTLER COUNTY, Alabama
NINTH GRADE
ADVANCED BATTERY
Paragraph Meaning
Spelling
Language
Arithmetic Computation
Arithmetic Concepts
Arithmetic Applications
Social Studies
Science
Composite Score
May 1968
May 69
May 68
8.0
7.8
7.6
7.4
7.2
7.0
6.8
6.6
6.4
6.2
6.0
5.8
5.6
5.4
5.2
5.0
4.8
4.6
4.4
4.2
4.0



BUTLER COUNTY, Alabama STANFORD ACHIEVEMENT TEST 1966 - 1969

Graph No. 8

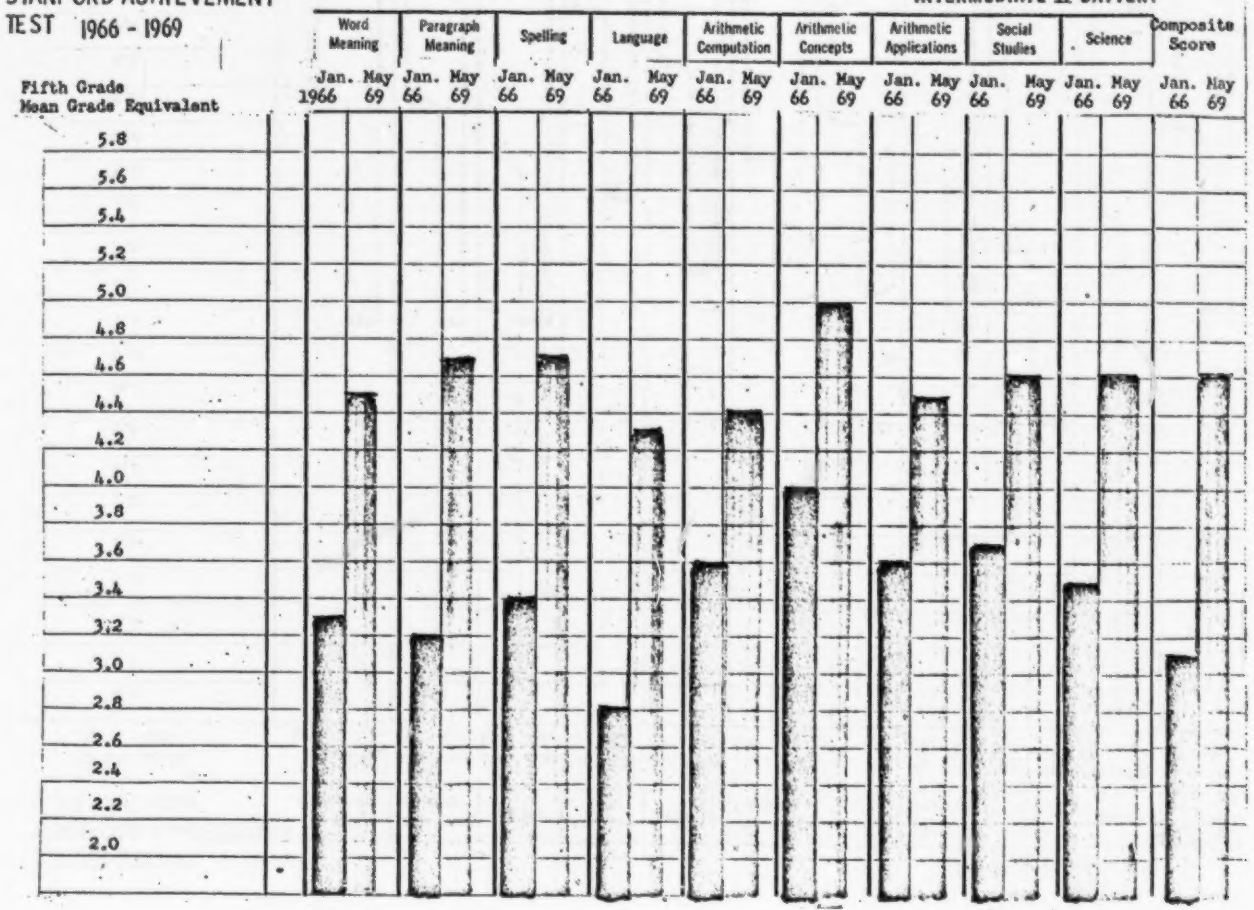
1968-69 INTERMEDIATE I BATTERY

1968-69

BUTLER COUNTY, Alabama
STANFORD ACHIEVEMENT
TEST 1966 - 1969

Graph No. 9

INTERMEDIATE II BATTERY

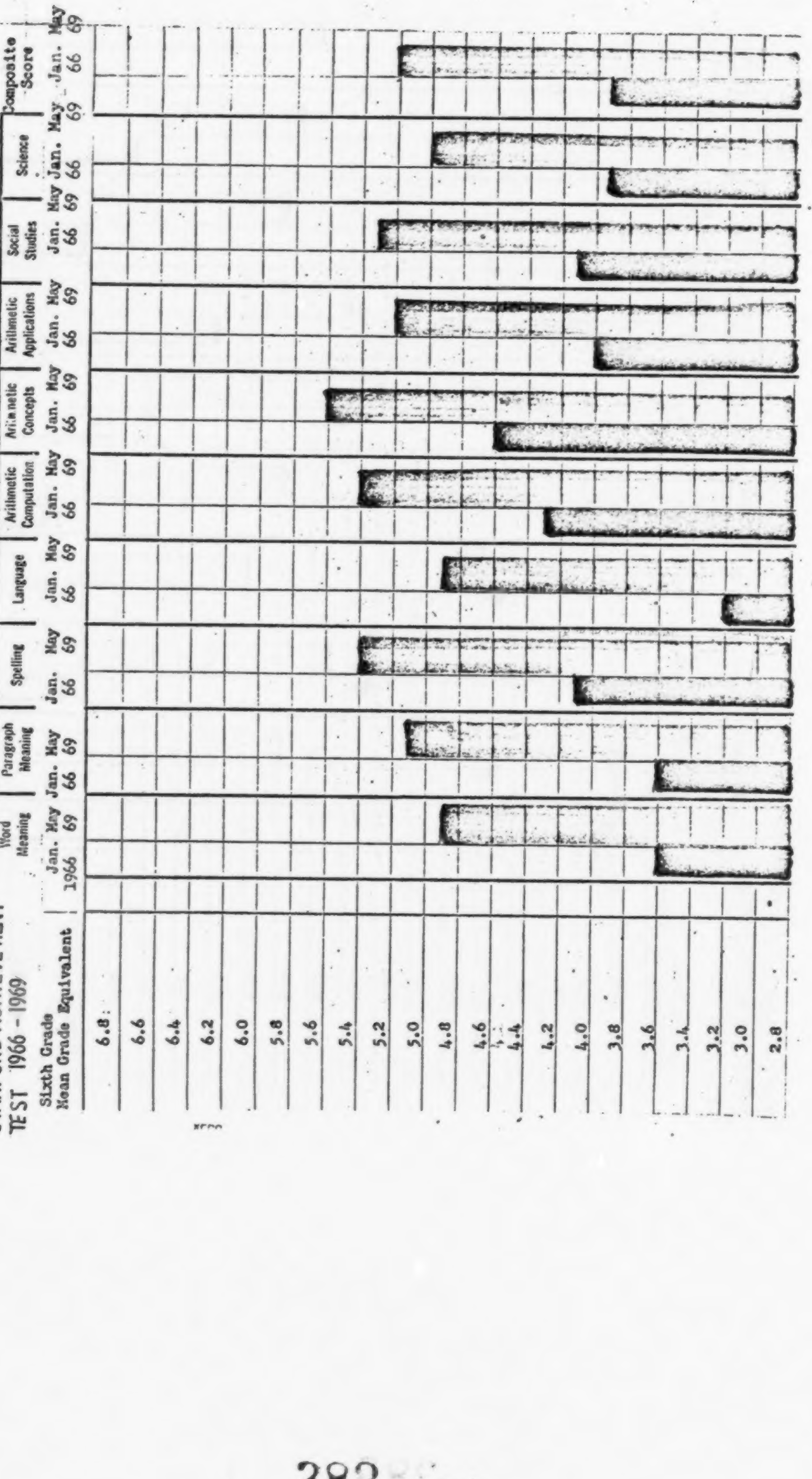


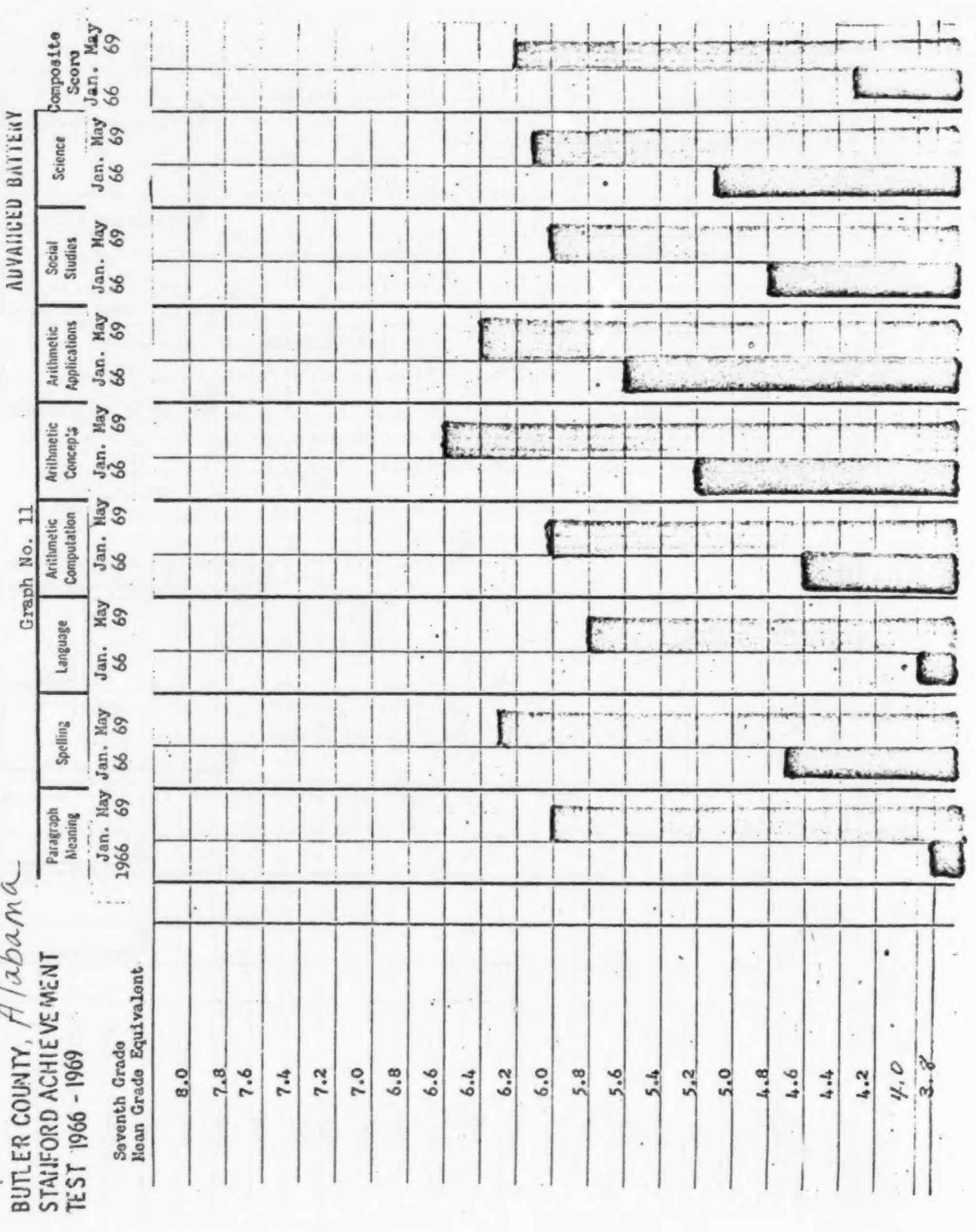
BUTLER COUNTY, Alabama
STANFORD ACHIEVEMENT
TEST 1966 - 1969

Graph No. 10

1968-69

INTERMEDIATE II BATTERY

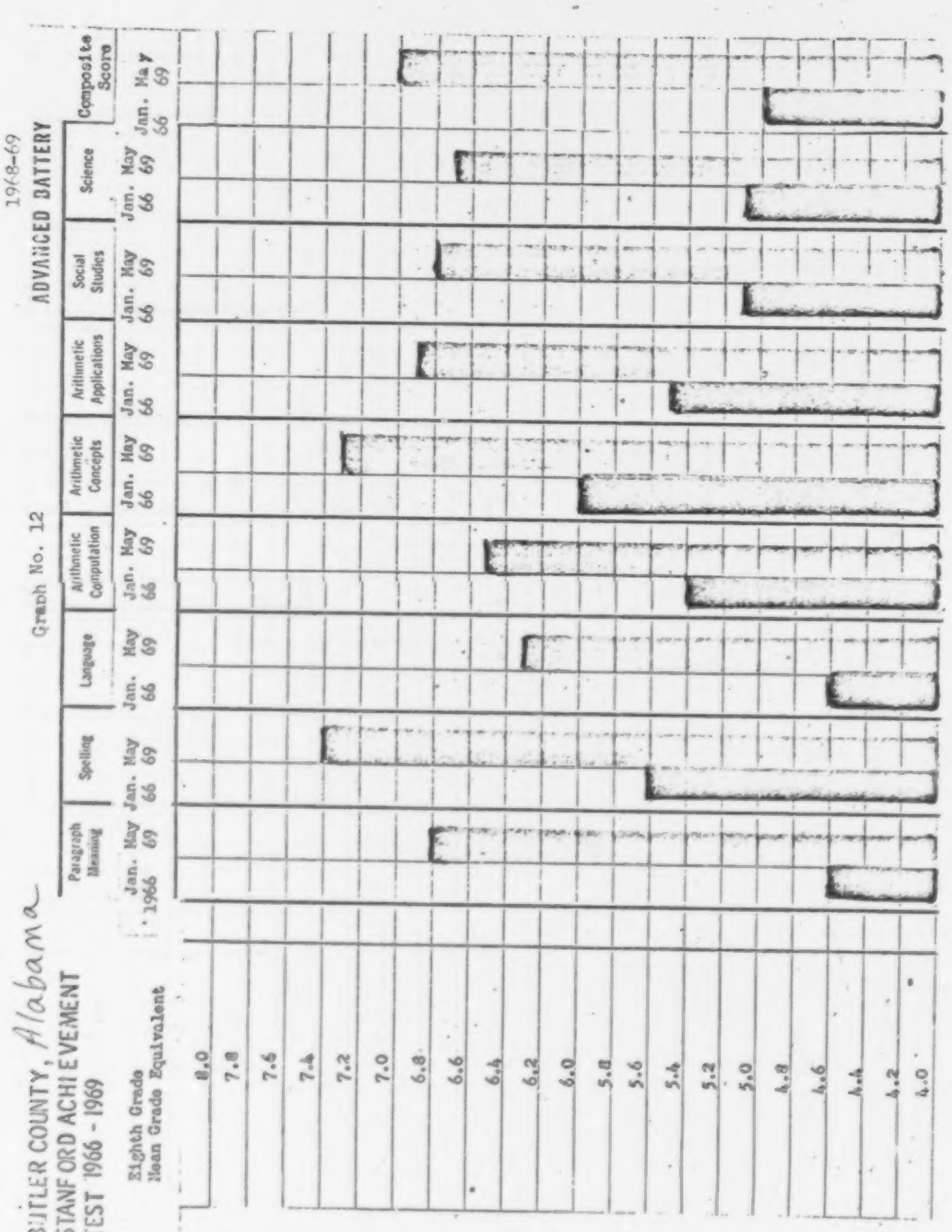




BUTLER COUNTY, Alabama
STANFORD ACHIEVEMENT TEST 1966 - 1969

Graph No. 11

ADVANCED BATTERY 1968-69



BUTLER COUNTY, Alabama
STANFORD ACHIEVEMENT
TEST 1966 - 1969

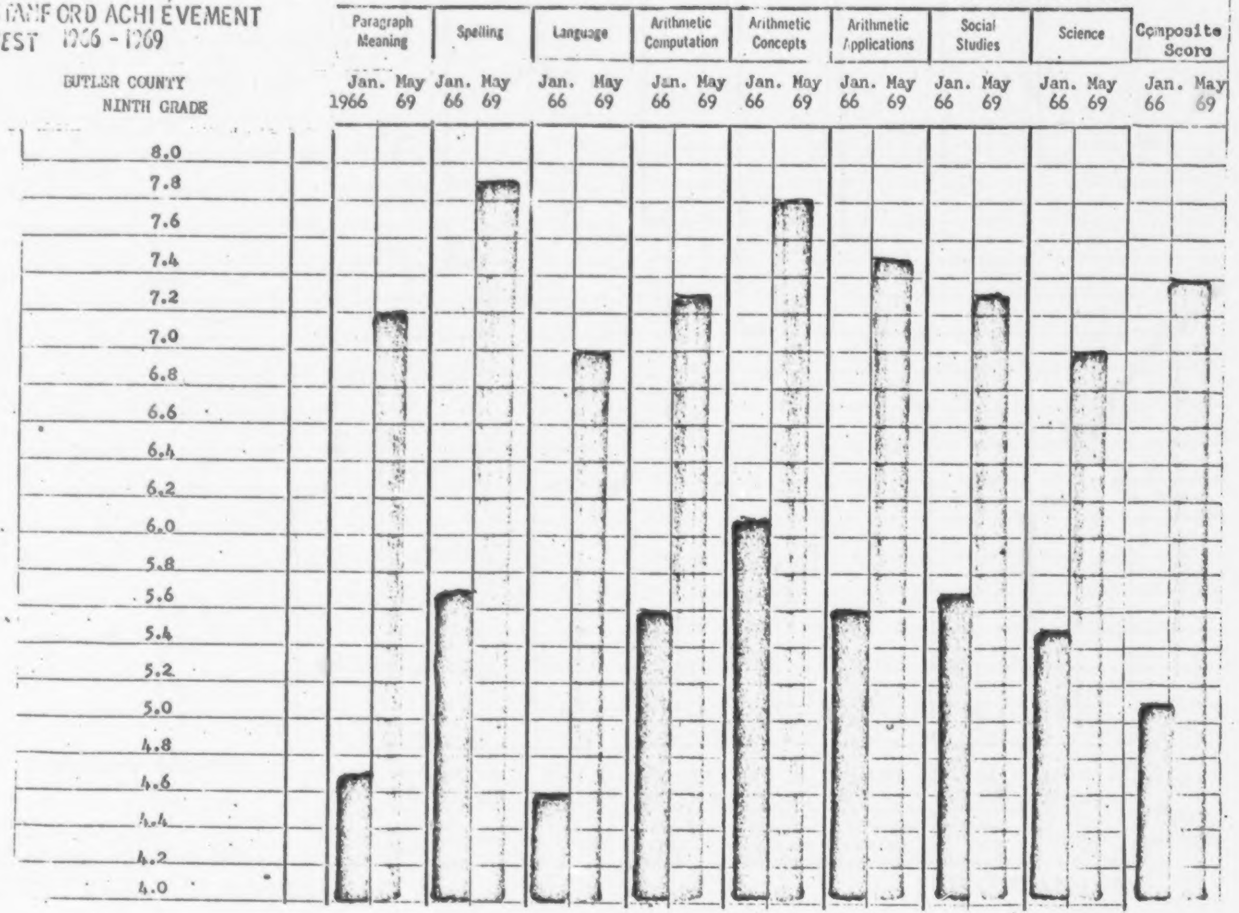
Graph No. 12

1968-69
ADVANCED BATTERY

BUTLER COUNTY, Alabama
STANFORD ACHIEVEMENT
TEST 1966 - 1969

Graph No. 13

1968-69
ADVANCED BATTERY

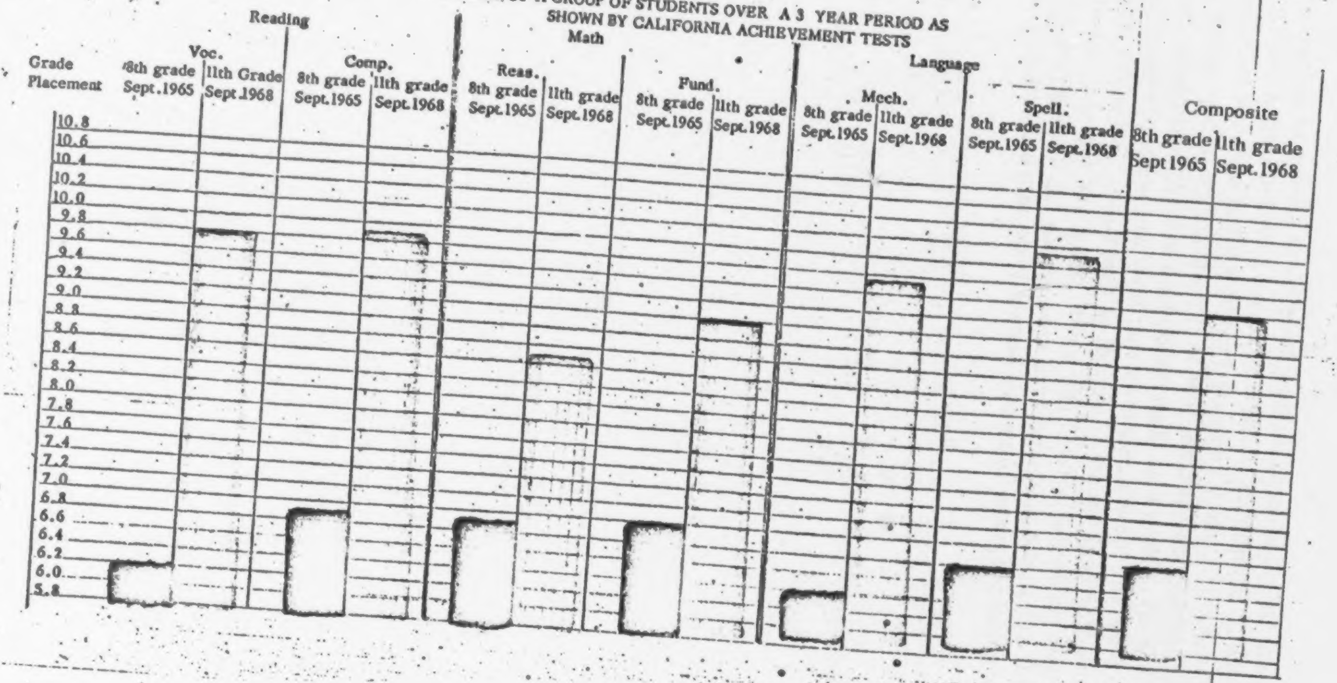


Butler County, Alabama

1968-69

Graph No. 14

PROGRESS OF A GROUP OF STUDENTS OVER A 3 YEAR PERIOD AS SHOWN BY CALIFORNIA ACHIEVEMENT TESTS



These are the California Achievement tests scores of all the students in the 8th grade in September of the school year 1965-66 when the Title I program began in Butler County compared to the scores of these same students taking the California Achievement test in the 11th grade in September of the school year 1968-69. Note that these students were approximately two years behind grade level in 1966 which shows that they had not made the normal one month progress for each month in school at that time. But in these last three years they have made the normal one month progress for each month in school overall and in the language arts area where the Title I program supplemented the regular program there has been a little more than three years progress.

Sept. Test	Reading		Math		Lang.		
11th grade 1968-69	Voc.	Comp.	Reas.	Fund	Mech.	Spell.	Composite
	9.8	9.9	8.9	9.2	9.7	10.3	9.6
8th grade 1965-66	6.2	6.9	6.9	7.2	6.4	6.8	6.7
	3.6	3.0	2.0	2.0	3.3	3.5	2.9

Percent of children from low-income families—fiscal year 1970 (as shown on application)

Appendix 5

Counties	*Percent*
Autauga	22
Baldwin	30
Barbour	83
Bibb	32
Blount	25
Bullock	69
Butler	52
Calhoun	10
Chambers	28
Cherokee	57
Chilton	33
Choctaw	52
Clarke	34
Clay	32
Cleburne	26
Coffee	31
Colbert	33
Conecuh	57
Coosa	27
Covington	21
Crenshaw	43
Cullman	33
Dale	21
Dallas	70
DeKalb	46
Elmore	27
Escambia	28
Etowah	21
Fayette	34
Franklin	35
Geneva	38
Greene	69
Hale	44
Henry	55
Houston	26
Jackson	46
Jefferson	12
Lamar	38
Lauderdale	19
Lawrence	42
Lee	23
Limestone	38
Lowndes	83
Macon	55
Madison	35
Marengo	41
Marion	38
Marshall	23
Mobile	15
Monroe	47
Montgomery	22
Morgan	34
Perry	68
Pickens	44
Pike	67
Randolph	35
Russell	42
St. Clair	25
Shelby	22
Sumter	71
Talladega	26
Tallapoosa	28
Tuscaloosa	24
Walker	31
Washington	26
Wilcox	69
Winston	32

Cities	*Percent*
Alexander City	20
Andalusia	30
Anniston	19
Athens	24
Attalla	25
Auburn	26
Bessemer	23
Birmingham	15
Brewton	25
Carbon Hill	59
Cullman	20
Daleville	10
Decatur	13
Demopolis	31
Dothan	18
Elba	36
Enterprise	18
Eufaula	32
Fairfield	16
Florala	38
Florence	13
Fort Payne	27
Gadsden	18
Guntersville	26
Huntsville	10
Jacksonville	22
Jasper	26
Lanett	22
Linden	46
Marion	55
Muscle Shoals	18
Oneonta	21
Opelika	23
Opp	28
Ozark	14
Phenix City	21
Piedmont	22
Roanoke	44
Russellville	40
Scottsboro	47
Selma	33
Sheffield	19
Sylacauga	27
Talladega	22
Tallahassee	37
Tarrant	15
Thomasville	38
Troy	37
Tuscaloosa	20
Tuscumbia	19
Winfield	48

APPENDIX NO. 6

ESEA—TITLE III—1969 FISCAL YEAR ALLOCATION, $2,042,609 (75 PERCENT FUNDED BY SDE)

Project No.	System	Library	Education leadership	Evaluative programs by technology	Fine arts	English	Handicapped	Inservice	Preschool	Curriculum development	School services	Diagnostic and program development
6388	Etowah County			$145, 177								
3426	Jefferson County				$43, 918							
3303	Lamar County					$73, 653						
1868	Lamar County										$115, 300	
00–48	Marshall County						$70, 000					
348	Mobile County							$79, 905				
6355	Montgomery County							75, 000				
5933	Andalusia City								$54, 000			
388	Anniston City										209, 408	
6410	Anniston City									$190, 000		
5932	Auburn City											$150, 000
4486	Birmingham City		$120, 992									
114–3–0	Birmingham City						60, 000					
4158	Huntsville City									135, 000		
159–2	Huntsville City						45, 000					
4992	Jacksonville City	$200, 000										
0–179	Opelika City						45, 000					
0–185	Piedmont City						45, 000					
0–199	Troy City						45, 000					
5622	Tuscaloosa City				80, 000							
6591	Tuscaloosa City							39, 000				
3422	Tuscumbia City								21, 256			
	Grand total ($2,042,609)	200, 000	120, 992	145, 177	123, 918	73, 653	310, 000	193, 905	75, 256	325, 000	324, 708	150, 000

ANNUAL EVALUATION REPORT
TITLE I PROGRAMS IN
STATE INSTITUTIONS FOR
NEGLECTED AND DELINQUENT CHILDREN

Title I of Public Law 89-10
The Elementary and Secondary Education Act of 1965

STATE OF ALABAMA
DEPARTMENT OF EDUCATION
MONTGOMERY, ALABAMA 36104

Ernest Stone
State Superintendent of Education

STATE OF ALABAMA

Governor . . . . Albert P. Brewer

State Superintendent of Education. . . . . Ernest Stone

State Board of Education
- Dr. James D. Nettles
- Ed Dannelly
- Mrs. Carl Strang
- Fred L. Merrill
- Rev. Harold C. Martin
- S. M. Beck
- Victor Poole
- W. C. Davis
- Cecil Word

Division of Administration and Finance
- W. H. Kimbrough, Director
- J. H. Boockholdt, Assistant Director

Title I Staff

W. E. Mellown, Jr.	Coordinator
E. A. Spear	Assistant Coordinator
C. M. Youngblood	Consultant, PL 89- 750
G. W. Hause	Consultant
J. L. Kelley	Consultant
Ann Harmon	Evaluation Consultant

ELEMENTARY AND SECONDARY EDUCATION
ACT OF 1965 - TITLE I
(As Amended: PL 89-750)

THE ALABAMA ANNUAL EVALUATION REPORT
FOR FISCAL YEAR: 1969

TABLE OF CONTENTS

INTRODUCTION

I. OPERATION AND SERVICES 1

II. MAJOR PROBLEM AREAS 3

III. REPORTS OF INSTITUTIONS

1. STATE TRAINING SCHOOL FOR GIRLS 5

2. ALABAMA INDUSTRIAL SCHOOL 10

3. ALABAMA BOYS INDUSTRIAL SCHOOL 14

The evaluation report of the ESEA program in Institutions for Neglected & Delinquent children follows the outline provided by the United States Office of Education and was compiled from the reports of the participating school systems.

INTRODUCTION

Alabama has three institutions that publicly handle neglected and delinquent youth. The institutions are as follows:

State Training School for Girls
P. O. Box 4038, East Lake
Birmingham, Alabama 35206

Alabama Boys Industrial School
8950 Roebuck Blvd.
Birmingham, Alabama 35206

Alabama Industrial School (Boys and Girls)
Mt. Meigs, Alabama 36057

The administration of the institutions is through the State Board of Corrections. The instructional program is under the State Board of Education. The institutions receive a yearly grant from the State as approved by the legislature for Alabama Special Educational Trust Fund Appropriations. In addition to State funds, the institutions may receive funds from the farms, crafts or other sources.

The superintendent of each institution is responsible for the administration of all facets of programs. He establishes the functions and goals as prescribed by the Board and sees that they are implemented. He has the responsibility of the day-to-day operation of the institution and its program.

The educational program is designed to meet the needs of the youth. Children now being referred to the institutions tend, more than ever, to be socially and/or culturally deprived, to have severe emotional problems and to have special behavior problems. As a result,all of the programs offered by the institutions have to be strengthened considerably. The programs are being aimed more in the area of special education, remedial work and ungraded situations to serve the highly individualized needs of the children to be served.

Unexpended Title I funds from fiscal year 68 projects (due to late date of eligibility) were returned to the State, then disbursed from the State (by official permission from the U.S.O.E.) for funding a workshop for the educational staff members of the institutions in May, 1969. The workshop proved so beneficial that the members met for another workshop in August and paid their own personal expenses and the expenses of the workshop. The superintendents and bookkeepers which handle Title I funds also attend all Title I statewide and area meetings for training and information.

Classes are conducted year round. Activities for cultural enrichment are regularly scheduled.

I. State Operations and Services

A. 1. Program Development -

The Alabama State Department of Education through the Title I division held area meetings in which administration, bookkeeping and evaluation of projects were discussed. These meetings were attended by administrative staff members. Visitation to each of the institutions was made by the Title I representative who serves as a consultant to the administrators of the institutions. Through visual observation and informal talks, the needs of each institution were assessed and priorities were assigned.

2. Program approval and implementation -

The approval of each institution's program was based upon their written applications. When a project application was mailed or brought to the SEA, the budget was checked by a statistician and the proposed program was checked by the consultant. If the program was acceptable, the evaluation consultant checked the objectives and plans for evaluation of the objectives.

When all Federal and State guidelines had been met and the necessary changes had been made, state approval was given to the institutions to implement the program. Each institution was responsible for implementing the program and carrying it out to the fiscal year's conclusion.

3. Program Evaluation

During the year, each institution was visited and programs were observed. Suggestions were made, when necessary, for improving the program. When other Title I SEA staff members visited the institutions in official capacity, reports were made of their impressions gained from the visits.

The formal evaluation was written, following the given format, and mailed to the SEA. All professional personnel at the institution took part in administering tests, writing progress reports, and evaluating their own work.

4. Program dissemination

Dissemination of information by the State concerning these institutions was done only upon request from other state agencies. Required reports are being sent to the U. S. Office of Education.

Scenes of some activities at the institution are included in a new Title I film of Title I activities in Alabama. Samples of dissemination material prepared by the institutions are inclosed.

B. Personnel employed in these activities and how they are utilized

1. Title I Coordinator

This person is responsible for the overall implementation and supervision of all ongoing Title I programs. He is the authorized contact person for Alabama Title I programs. He makes recommendations to the State Superintendent of Education concerning final approval or disapproval of Title I applications. He attends national meetings called by the U. S. Office of Education and conducts State level meetings which concern Title I. All Title I fiscal allocation decisions are his responsibility.

2. Consultant Title I ESEA, Program Processing

This consultant has the main responsibility of reviewing the Public Law 89-750 applications for Title I funds and giving approval or disapproval of the applicant's Title I program. He also works with the Public Law 89-313 programs and with a number of Public Law 89-10 programs. He makes on-site reviews of the institutions several times each fiscal year. He takes part in Title I statewide and area training meetings.

3. Evaluation Consultant

   This person has the responsibility for collecting, reviewing, writing and disseminating all evaluation materials. She relays evaluation and statistical information received from the Office of Education to the LEA's and helps with interpretation of the material. She assists with reviewing all Title I applications by checking and approving objectives and evaluation plans in the applications. She attends national meetings called by the Office of Education, and takes part in statewide and area meetings. She also makes visits to ongoing programs and helps to conduct training sessions in LEA's.

4. Consultants for instructional assistance

   These consultants are used as resource people by the State Title I staff whenever there is a problem or question about some facet of a Title I program that is in their particular specialty in education. They conduct area workshops funded by Title I for training teachers and assist with in-service training in LEA's.

5. Other Department of Education Personnel

   All professional staff members are utilized as resource people by Title I personnel.

II. Major Problem Areas

The major problem at all institutions is the prevailing salary schedule which greatly hinders recruitment of teachers. As special State institutions receiving a special grant, the institutions do not operate under the educational minimum program which allocates teacher units and pays a basic salary. Their salary schedules are so low that it is difficult to employ qualified teachers. Since Title I salaries must be kept in line with their basic salary schedule, the Title I funds cannot help to eliminate the problem.

Due to the nature of the institutions, capable coordinators of federal programs have not been available. The superintendents serve in all areas. They do not have the time or background for seeking other sources of revenue, coordinating the services, etc.

III. Reports of Institutions

The reports from the institutions are included as written in the original reports to the State Department of Education.

STATE TRAINING SCHOOL FOR GIRLS
ANNUAL EVALUATION REPORT
TITLE I, ESEA, FISCAL YEAR 1969

July 31, 1969

(Mrs.) Dorothy P. Weiss

I. First Project: English, Reading, Speech and Dramatics

A. We wanted all girls (Grades 4-12) to have experience speaking before groups. This they did in the Christmas plays when every girl had at least one solo line (regardless of I.Q.).

"Symbols of Christmas", a play.
"Catching Up With Christmas", a play.
"A Christmas Carol", a choral reading.
"Night Before Christmas", a dramatic reading.

B. Spring Performance with emphasis on high school girls (Grades 9-12) with some talent. Two comedies were presented: "Ladies of the Mop" - four girls, "For the Love of Pete" - six girls. These plays were presented to the State Training School for Girls, Boy's Industrial School, Gateway Children's Home.

C. Summer Program was a production of God's Trombones, a very dignified dramatic reading program of Johnson's poems. The girls learned to read to mood music and work with lighting and especially voice techniques. Eight girls participated who were not in the spring performance (Junior High 7-8 grades).

D. Classroom Activities in all grades 4-12 have emphasized -

1. Good Conversation Techniques
2. Good Telephone Usage
3. Oral Interpretation
4. Storytelling
5. Dramatics

We thought the taperecorder most helpful in the classroom area because the girls could hear their own errors and correct themselves and their classmates often with little prodding from the teacher. We chose these activities because they seemed more realistic experiences for our girls - activities they can use in the future. We emphasize the need and pleasure in reading to their children someday. These ideas appealed to them as they look forward to the affection and security of their future homes.

Needless to say, very dramatic readings were a wonderful catharsis for some of our emotionally disturbed girls. They especially enjoyed poetry and classical music which we carefully picked (*New World Symphony*, *Pathetique*, *Nutcracker Suite*). Another popular activity was our Friday studies of musicals - *My Fair Lady*, *Camelot*, *Sound of Music*, *Gigi*, etc. We feel the girls need exposure to this segment of American heritage so they were told the background and story to explain each song. It was one of the most enjoyable activities for them and the teacher.

II. Objective Measurements

A. Our two Title I reading instructors gave eighteen of our slow readers the Slosson Oral Reading Test at the beginning of the tutored reading program in February. (This test was chosen because of the wide usage in the Guidance Department at the University of Alabama). The reading grade level scores ranged from lowest 2.2 to highest 7.1. The girls were in the ungraded 1-8 grades and the 9th grade. We had a range of ages from 13 to 17.

1 - 13 years old
6 - 14 years old
5 - 15 years old
3 - 16 years old
1 - 17 years old

In May the same Slosson Oral Reading Test was given to the girls who remained in the program to the end. The slow readers improved in attitude toward reading as well as performance in all subjects. The reading grade level scores were:

Feb.	May	Gain in Grade Level of Reading
3.3	5.8	2.5
2.5	5.6	3.1
2.2	4.2	2.0
3.2	5.4	2.2
3.3	5.3	2.0
5.0	6.8	1.8
6.4	9.1	2.6
5.7	8.2	2.4
6.0	8.2	2.1
6.2	7.8	1.6
8.2	9.9	1.7
7.1	8.3	1.2
4.3	6.3	2.0
5.6	7.4	1.6
6.0	7.8	1.8

Best over-all in reading achievement during our four month program was a gain in reading of 3.1 grade levels. The other 15 gained the following:

One	2.6
One	2.5
One	2.4
One	2.2

One	2.1
Three	2.0
Two	1.8
Two	1.7
Two	1.6
One	1.2

Two of our girls dropped out of the reading program. One gained 7 months. The other made no improvement.

Not only was there improvement in over-all reading, but there was improvement in spelling recognition. Each of our five teachers saw a difference in the attitude of our girls - an improved attitude about reading, and a feeling of accomplishment within each girl, with greater interest in academic.

In September-1968 and then again in May-1969, we tested all girls on English, Math, Social Studies and Science using Stanford Achievement Test Form W. Advanced, Stanford Achievement Test - Intermediate I Battery, Stanford Achievement Test Intermediate II Battery, and The Grag - Votaw - Rogers General Achievement Test. Most all of our girls improved their scores in May, 1969.

B. The teacher developed tests were used almost exclusively except for oral test evaluation and participation in class.

All teachers agree that the teacher developed tests were the best way to determine the success or failure of our school subjects.

III. Answered this one in the other paragraph.

IV. We have had two institutional workshops for teachers working at the State Training School for Girls, Boy's Industrial School, and Mt. Meigs School.

At the first workshop the discussion was goals of our schools, goals of teachers in teaching students, and slow readers. At the last workshop the discussion was The Theory and Techniques of The Teaching of Reading.

Of the topics offered in training, the workshop discussion of The Theory Techniques of the Teaching of Reading seemed to have the greatest impact on the success of the Title I Program and the personnel conducting the program.

V. Recidivism Rate - (July 1, 1968 - June 30, 1969)

A. Sixty-one (61) girls committed during the year.
Eleven (11) girls recommitted during the year.
Eleven (11) recommitted, returned as parole violators.

B. The staff attributes the parole violations to the fact that the girls have no homes or such inadequate homes they are unable to make satisfactory adjustments.

Second Project - Recreation and Cultural Enrichment Activities

In past years recreation and cultural enrichment have been carried on by several staff members whose major responsibilities and time were directed to other areas of the job. Therefore, coordinating and planning were lacking and the program was weak. Lack of student involvement was one of the greatest errors. The students also had too much time on their hands which needed to be put to creative, constructive use.

Through Title I a full-time person was employed in March, 1969. Through her efforts the following activities have been carried on:

1. Classes in cottages in make-up and personal grooming.
2. A campus newspaper with a staff of students.
3. Orientation of volunteers for cottage parties, for piano lessons, recreation activities, etc.
4. Field trips for entire student body to Noccalula Falls, Cathedral Caverns, Ave Maria Grotto, DeSota State Park, and Little River Canyon.
5. Dramatics and talent shows.
6. "I Care Week" - to emphasize good citizenship and consideration for for others, ended with rally with trophy to winning cottage, etc. The second "I Care Week" was climaxed by a talent show.
7. Planning and supervising a recreational program from 4 to 6 p.m four days a week - games, sports, crafts and swimming.
8. Planning and coordinating Saturday afternoon recreation program.

This Title I staff member involves other staff and students in planning these activities. A greater feeling of participation has been developed.

Another staff member was employed for the summer term to give instruction in swiming according to the Red Cross Water Safety Program. This program is not new, but in having this instructor, every girl has had more class hours per week in the pool. The former swimming instructor who is the Physical Education teacher, the Administrative Assistant of the Institution, has served as supervisor to the Title I teacher and provides recreational swimming on weekends and other times when Title I teacher is not on duty.

The Title I teacher is young and serves as a wholesome teen-age model. Her approach has given an added interest and youthful appeal.

More time is spent in swimming classes and for recreation, also. The summer will end with a Water Show involving all the students. Art and crafts done in the summer program, but on school time and in recreation will be displayed.

Involvement of Parents - At the Awards Day Program, which takes the place of graduation, special attention has been called to Title I activities. This is a very large and important annual affair for the institution. Families and friends of the students attend. A fashion show is always an important part of the event. Sewing machines and materials for Home Economics have been bought by Title I funds. Articles made in arts and crafts are often given to parents of the girls.

Dissemination - Newspaper publicity. Talks by Superintendent, Principal, and Recreation Director have been given.

ALABAMA INDUSTRIAL SCHOOL
ANNUAL EVALUATION REPORT
TITLE I, ESEA, FISCAL YEAR 1969

July 28, 1969

E. B. Holloway

I. General Program Effectiveness

A. The reading program was for the most severely retarded children at the school. 178 pupils were tested at the beginning of the school term and of this number 120 were selected to be in the reading class. The reading program was not as effective as we had hoped. The teacher felt that more could be accomplished if the classes were smaller and if pupils were able to receive more individual attention. Reading materials were chosen for high interest level for pupils from 12 - 16 years of age. The reading laboratory was used for the reading classroom. The laboratory is equipt with 15 listening booths, electrical devices such as tape recorder, tachistoscopes, overhead projectors, record players and card players. The pupils show more interest in reading when using the reading equipment.

The physical education and recreation was designed to offer all the children organized recreation. For the first time a girls' physical education teacher was hired. The girls began to show interest in physical education.

The barbering class was organized to teach 30 boys. Boys were selected by their interest in barbering. Out of 30 boys in the class, 5 were listed as doing excellent work, 20 good work, 2 fair work and 3 poor work.

Science, Social Studies and Art ... funds were used to purchase supplies for these classes which enhanced the learning. Field trips were made to museums, factories and historical sites to help the students see the importance of the subjects.

Cosmetology ... With the equipment purchased with Title I funds and the teacher aide employed, the cosmetology class became more effective.

B. Preschool through grade 3

Reading ... The reading program for the early elementary was most effective. When the students were tested most of them fell into grade 4 and below. Some did not score at all. These students with reading abilities of grade 3 and below were 12 to 16 years of age. At the end of the program some of the students had advanced as much as 1.6 grades. More could have been accomplished if the classes had been smaller.

Grade 4 through 6 and Grade 7 through 12

Physical education was one of the most effective programs. The female students had a female physical education teacher. The female students took a greater interest in physical education. The students were taught organized games and learned good sportsmanship and rules of the games. Both girls and boys benefited from the gym equipment. With more organized active physical activity for the students the discipline problems were less.

B. The barbering class was effective, not only for the students but also the entire school. The boys were taught by theory and practical work.

C. The barbering class did change the behavior of the students. The students learned good hygiene for their hair and taught other students. Getting professional hair cuts and their hair cut the way they wanted it cut was good for the morale of the students. Previously everybody's hair was cut the same (all cut off). The barbering class helped the entire student body. The boys became more conscious of the way they looked after they were able to have professional hair cuts. Many of the students talked with their counselors about this. All the boys in the class tried to learn all they could because they realized that they would be able to use this skill when they returned home.

D. 1. Total number committed during the year 182
2. Number recommitted 20
3. Number returned as parole violators 20

E. In most cases the children go home to the same problems they left. Often the conditions of the home is the reason the child has gotten into trouble. While the child is here improving, the home is often remaining the same. Many children do not have the proper guidance at home.

II. A. 1. Every child in given the California Achievement Test. This is given to determine at what level a child should be placed. The Gates - MacGinitie reading test was used for those students in the lower grades. This test was selected as a measure of reading achievement for both pre testing and post testing because it is recognized by authorities in the field of reading as one of the most useful for this purpose.

2. Many of the children in delinquent institutions come from disadvantaged communities and from rural towns. Most standardized tests do not take this under consideration. Often the standardized test does not show the child's ability because the child is not familiar with the material and language in the test. Tests should be designed to reach these children so that a truer picture may be seen of the child's ability.

B. 1. Teacher-developed tests were used every six weeks to determine if the child had made any progress.

2. These tests let the teacher know if they needed to repeat material and also showed the child what he needed to study more.

III.

1. Some students progressed as much as 1.6 in their reading ability. The project staff feels that the reading classes are too large for the type of students we have. More individual help is needed. The classes should be cut down so that the teacher can give more individual help. The students who progressed in reading also progressed in their other subjects.

   The students in barbering made progress in their work and in behavior. Good behavior was required to remain in the class.

   Students were able to achieve more in all their classes because of materials and equipment bought with Title I funds. The equipment used helped the students to create an interest in the subject. They were able to learn more when they saw film strips or heard records and tapes on the lesson being studied.

   The recreation program has been enhanced by Title I funds. The students have gained school spirit with the football and basketball teams. The organized recreation has given the students something to do.

   The auto and fender repair class and the printing class were late getting started because of difficulty getting personnel and equipment. These classes haven't been in session long enough to adequately evaluate.

   The entire program has been successful. It has reached those children who couldn't read, given a skill to students that they will be able to use when they return to their communities, helped with the total recreation program and provided tours to college campuses, factories, museums and historical sites.

IV. In-Service Education

Title I personnel attended three workshops, one on this campus, one at the Alabama Boys Industrial School and one at the State Training School for Girls. The in-service programs were productive as well as inspirational. They emphasized some of the latest techniques and innovations in education and allowed the participants critical annalization of their own methods in addition to the constructive criticisms of fellow educators.

Some of the areas and topics discussed were: remedial reading and various methods of approaching the problem; ways of rehabilitating the delinquent and hostile child; the most effective manner in which the teacher aid may be of service to the total school program. Various consultants were used in the in-service program and they brought with them what seemed a treasure of training and experience. There were always question and answer periods directly following each session and the resulting questions were conclusive of the educational personnel's interest and the immeasurable benefits derived from the program.

The topics offered in training that seemingly had the greatest impact on the success of the Title I program and the personnel conducting the program were: remedial reading and various methods of approaching the problem, and the most effective manner in which the teacher aide may be of service to the total school program.

The initial topic as handled by the various consultants created a great deal of interest among all of the teaching personnel, and rightly so, because reading is every teacher's responsibility. The consultants approached the problem first through identification of some various reasons why a child might not have made appreciable progress in the area of reading. Some of the factors involved were physical in nature, (lack of normal eyesight), (poor hearing or hearing defects) and others were said to be due to a lack of proper stimulation. When identification of causes were made and properly treated (when possible) the consultants then stipulated through demonstrations the varied techniques,materials and machinery that can be used to enhance a child's efforts to become a normal reader. Participation by the personnel attending the program through demonstration was allowed.

The second topic, The most effective manner ......etc. was handled through symposium-type meetings where teacher personnel in several groups gathered to emphasize the various ways teacher aides have been of assistance to them in performing the many tasks they must perform in a day. After the symposiums there was a general session where the benefits of each meeting were shared with members of other groups. The consultants spearheaded the discussion with the rendering of many ideas and ways the aide may be of assistance in a general session held before the symposium.

Each topic had a tremendous impact on the programs and the exuberance shown for each contributed much to the program' success.

V. N/A

VI. N/A

ALABAMA BOYS INDUSTRIAL SCHOOL
ANNUAL EVALUATION REPORT
TITLE I, ESEA, FISCAL YEAR 1969

August 25, 1969 John H. Carr

I. General Program Effectiveness

A. Describe the project activities and services provided. Note any projects which were considered to be 1-exemplary, or 2-innovative.

INSTRUCTIONAL ACTIVITIES

(a) Arts and Crafts: We began our Arts and Crafts program with woodwork, each boy having an average of one one-hour school period each day. Each boy sanded, put together, and painted or varnished a six-book book rack, a shoeshine box, and a pin cushion rocking chair. The boys took great pride in these projects and did very good work. Each project completed is a real accomplishment for these boys as most of them have never had any kind of craft training.

The boys were prepared for working with Mexican pottery clay by first being taught about basic shapes and forms. This was done with crayon work and letting them identify basic shapes. They were then given instruction in color, color matching, and blending. They were allowed to make what they wanted to with the clay. The results were very good. This project helped stimulate interest in art and also helped their coordination.

To prepare the boys for leathercraft they were each given a work book in which they drew pictures of each of the basic tools needed and wrote what they were used for. The first tooling done was small practice pieces of leather from which book markers were made. After these were completed we went back to the work books, and had class discussions of how and why mistakes were made and how they could avoid them in the future. The boys are now completing Scotch coin purse kits and have done beautiful work on them.

(b) Cultural Enrichment Activities: Each day the boys were brought together for a thirty-minute period of group singing combined with instruction. Records and record players were used so that the boys might hear and better understand different types of music.

Each boy had access to the school library each day. Here he could use reference books, periodicals, magazines, and many new books added to the library by Title I funds. The library has overhead projectors and transparencies. These were used in teaching the proper way to use a library.

Film strips and educational movies were used in enrichment classes to teach boys about the culture of our country and state, and how different agencies of our community work.

Each day all the boys were brought together to hear a guest speaker or see a movie on our community, city or state. Examples: Lt. Leo Bailey of the Birmingham Police Department, The Jefferson County Health Department discussion of V. D., the working of the Red Cross, the how and why of the Water Works Board for the City of Birmingham, and many others.

Groups of boys were carried on different trips around the city and state. A number of trips were made to the Birmingham Athletics baseball game, we went to the circus,week-end camp out (in the rain), and one group was carried to Montgomery. None of the boys that made the Montgomery trip had ever seen the Capitol.

(c) Special Reading Activities: A reading teacher was employed to develop a more comprehensive developmental reading program and a more effective remedial reading program. The reading teacher assisted the testing agent in the testing program in order to become familiar with the needs of the student population. As a result of the screening, the boys were placed in more appropriate reading levels according to demonstrated reading abilities. The McCall- Crabbs Reading Test lessons were used for developing comprehension, and the Phonetic Keys to Reading were of the afore mentioned Lessons and Keys, along with a better (smaller number of pupils) pupil-teacher ratio, fewer failures were recorded to this point. The results gratifying, use of the Lessons and Keys is being continued, along with the purchase of Listen and Think magnetic tapes. These last teach listening and reading skills in the area of "meaning." Since this program was started, we have had a greater use of the library by more boys which leads us to believe that we are making good progress in this program.

(d) Mathematics Activities: Several useful results were accomplished in our remedial math program for this period, both from the student's enrichment and from a teacher enlightment. Since the boys attending the program were heterogeneous of the Alabama Boys Industrial School enrollment, several steps were necessary before these classes could be effectively approached with the material. Each class was evaluated on their approximate level of prior accomplishments through cross-section testing. This was augmented by individual interviews of portions of each class and observance of discussion participations.

Due to the short span of time for each class in this program the remedial aspect of this math program was mainly limited to the most profound of the problems originally observed through discussion, interviews and testing. This "limiting" of areas requiring remedial attention,we feel,allowed more effective retention by the majority of students in the classes though,this is not to say, that it was not accomplished at some expense of the minority of students whose more elementary or complex problems were of necessity omitted.

A great deal of information was obtained on the student's abilities and progress through their upkeep of daily notebooks in which both assigned and student-created problems were worked out. This material was later used as evaluation tools by other teachers who inherited these students after the end of the Special Summer Program into the beginning of the regular academic year. This tool, combined with the advanced testing program of both new and "old" students was of considerable aid to these teachers in formulating their approaches to their individual and more equitably grouped classroom programs.

(e) Physical Education: Each boy, except those prohibited by doctor's orders, had two one-hour P. E. class daily. Swimming was taught one hour and instructional and participation in different activities were taught for one-hour.

Swimming: Each boy was taught swimming. Those that could not swim were given "Beginner" lessons. Many boys earned second class and first class awards, with 90 boys passing off their Junior Life Saving, and 11 boys earned Senior Life Saving awards. Approximately 1600 miles were accumulated in advanced swimming instruction.

For one-hour a day the boys were instructed as to the rules of different sports; football, softball, volleyball, basketball, and after the period of instruction in each sport, the boys were supervised in participation in each sport. The boys were taught the safety rules in gymnastics and participated in weight lifting, wrestling, boxing, and trampoline. Other activities included horseback riding, table tennis, and horseshoe pitching.

In a crowded schedule for a nine month period, we cannot expect a vast amount of improvement in body development and development of skill in play, but much improvement was noted.

SERVICE ACTIVITIES

(a) Library: Each boy had access to the library daily. The boys have used the library more and better during this period than ever before. This is due mainly to the books of interest that we were able to place in the library with Title I funds; reference, fictional and periodicals. In our library and reading classes we tried to instill into each of our boys the need to read, and what reading means to each of us.

The librarian had the use, for the first time, of an overhead projector and transparencies on "How to use a Library", and "How to use the Dictionary".

We were able to add the following equipment to our Library through Title I funds: books, tapes, tape recorders, records, and record players, overhead projectors and transparencies, and one 16 MM movie projector which was put to good use.

It must be noted that the reading interest in the boys was developed mainly by our new special reading classes for the boys which gave the boys a desire to read and to read better, thus the reading activity and the library activity go "hand in hand".

(b) The Testing Activity: A testing agent was employed to test new boys and re-test the existing school population. He was assisted by the reading teacher. The reading teacher and the principal were informed of the results for the purpose of placing the boys in appropriate reading ability and achievement groups. Ten such groups were formed ranging from the first grade through the tenth grade.

The Otis Mental Ability tests were used for I. Q. testing. The Stanford Achievement Test, 1953 and 1963 editions, and the Gray Oral Reading Tests were used for screening. The boys were placed according to reading ability and achievement results. Smaller classes were organized than had been possible previously. This resulted in better class grouping, intra-class as well as inter-class.

A-1 Exemplary--Those activities judged to be effective in reaching objectives and valuable as models for other institutions. NONE

A-2 Those activities that were new or untried within your institution.

1. Arts and Crafts
2. Special and Expanded Testing Program for class grouping.
3. Special Reading Classes for all boys.
4. Cultural Enrichment Program.
5. Special Math program for all boys.

B For each gradelevel listed below, cite the project activities or combination of activities, which have been judged by project staff to have been most effective.

B-1 Pre-school through grade 3:
Arts and Crafts
Reading
Swimming-

B-2 Grade 4 through Grade 6:
Arts and Crafts
Reading
Math
Physical Education

B-3 Grade 7 through Grade 12:
Reading
Physical Education
Math
Cultural Enrichment
Library

C. Describe the classroom procedures which have been judged by project staff to have been most effective in changing the

(a) Achievement: Testing program. Through this program we were able to place the boys in their proper level according to progress and ability to progress rather than by age grouping.

Tape and tape recorders: The boys read or spoke and were recorded on the tapes. By this method, the boys were able to listen to themselves, and later to note the improvement. Other tapes, "Think and Listen", etc. gave the boys opportunities to hear, to study and to learn.

Overhead Projectors and transparencies: Through this method the boys could hear and see what was being taught. The boys were given the opportunity to explain their lesson.

Movie Projector: Many wonderful adventures and beautiful things were brought into view of these boys, most of which had never been seen by the boys.

(b) Behavior of institutionlized neglected and delinquent children. Attention: We have found that most of our boys need special attention. Through the smaller numbers in our classes each boy had more individual attention that he dearly wants and needs.

Teacher-pupil relation: Not only does smaller classes afford the boys attention for attention sake, but it affords each teacher the opportunity to work closely with each pupil, therefore each boy has a better chance of learning.

Control: Smaller classes afforded the teacher better classroom control and discipline.

C. On what basis was the success of the above procedures determined.

Comparison: We were able to judge work under this program with work by some of the same boys under the old system.

We noted that the boys when placed in a group of same ability were much happier, and interest was much greater than when placed in a group with boys that were of higher or lower degree of ability.

We found that boys of same abilities will try to outdo each other, but boys of unequal abilities do not put forth good effort because of their being bored, or scared of criticism by other boys.

D. Recidivism Rate

1. During the year 1968-69, 204 boys were committed to the Alabama Boys Industrial School.

2. Of those committed, 66 were returned to our school.

3. All of the above stated number of students were returned to the school because of having made unsatisfactory adjustments after their releases.

E. In our opinion the recidivism rate is higher than we think it should be. We believe the primary reason it is as high as it is is because the average length of stay for each boy is approximately 10 months. This is not the time enough to change attitudes and behavior patterns sufficiently to influence behavior. The length of stay is influenced by our policy of accepting every boy committed as soon as he is committed and our lack of facilities which make it impossible for us to keep the boys any longer.

II. Objective Measurements

A. Standardized Tests

1. See attached statement concerning test given at this institution.

2. We have not found a need for specialized tests for children in institutions.

B. Teacher Developed Tests

1. No teacher developed tests were used during this three months period outside of daily classroom tests.

2. NA

III. Subjective Evaluations

A. The Alabama Boys Industrial School participated in this program from Sept. 1968 through August 31, 1969. This short period of time is not sufficient for us to determine changes in the achievement level of students, changes in behavior, attitudes, or social values of participants. We do feel that during this short time we were able to meet our limited objectives of starting specific programs and hiring personnel to teach these subjects. We also feel that the equipment we were able to purchase improved our program to a great degree.

IV. In Service Education

A. Describe the inservice training program conducted with Title I funds for the educational personnel in your institution.

1. "Reading Workshop" offered by the State attended by reading teacher at Thomas Jefferson Hotel in June.

2. The principal, testing agent and reading teacher spent many hours together discussing and planning the Testing Program, the "Reading Program", and the method by which boys would be placed in their proper groups.

B. Of the topics offered in training, describe those which seemed to have the greatest impact on the success of the Title I program and the personel conducting the program.

The academic staff of the Alabama Boys Industrial School joined the academic staff of the other two training schools in two inservice training workshops during this past summer. The first workshop was conducted on May 19, 1969 and the second workshop was conducted on June 27, 1969. The first workshop was structured to assist teachers in handling specific classroom problems and in discussing special skills and techniques which were needed in classroom teaching. The second workshop was devoted to the theory and techniques of how to teach students to read. The teaching staffs found both of these institutes to be most helpful and were greatly stimulated by the opportunity to learn new approaches to teaching concepts.

V. Cooperation with Other Agencies

A. We plan to expand our contacts with cultural organizations in the surrounding areas in order to provide our students with more cultural enrichment activities. As an exemple, we plan to work with the Children's Theatre this fall to make it possible for 35 of our students to attend four plays. We are also interested in making it possible for our students to attend concerts and athletic events in an effort to make them more familiar with community activities.

VI. NA

412

ALABAMA
STATE DEPARTMENT OF EDUCATION

INNOVATIONS

ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965
Title III, Public Law 89-10

ANNUAL DISSEMINATION REPORT

Ernest Stone
State Superintendent of Education
February 1970

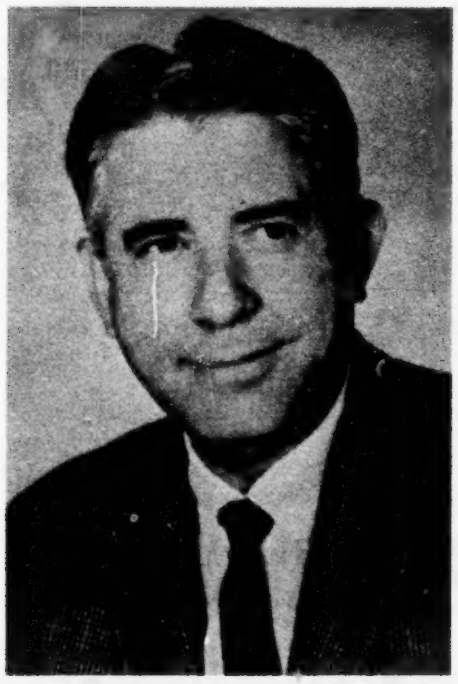
STATE DEPARTMENT OF EDUCATION

ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965
Title III Public Law 89-10

INNOVATIONS

ANNUAL DISSEMINATION REPORT
February 1970

Ernest Stone
State Superintendent of Education



DR. ERNEST STONE
STATE SUPERINTENDENT OF EDUCATION

FOREWORD

American education turned a corner in 1965 when Congress passed the Elementary and Secondary Education Act (ESEA) providing massive Federal assistance to elementary and secondary education for the first time in our national history. The Title III program of the Elementary and Secondary Education Act, Public Law 89-10 is designed to encourage school systems to develop imaginative solutions to educational problems; to use research findings more effectively; and to design, create and make effective use of supplementary centers. Primary objectives are to translate the latest knowledge about teaching and learning into widespread educational practice and to create an awareness of new programs and services of high quality that can be incorporated in school programs. Therefore, Title III seeks to (1) improve education through encouraging the development of innovations, (2) demonstrate worthwhile innovations in educational practice through exemplary programs and, (3) supplement existing programs and facilities. The heart of the Title III program is in these provisions for a creative force for the improvement of schools and for demonstrating that better practices can be applied.

The projects listed in this bulletin are attacking a wide variety of the critical educational needs of the State of Alabama.

Ernest Stone
Ernest Stone
State Superintendent of Education

PREFACE

The Title III, ESEA, projects listed in this publication are an indication of the efforts of superintendents and boards of education to meet the challenge of improving the educational opportunities of the boys and girls of our State. These projects were developed to meet the most pressing needs of our children as indicated by local and statewide needs assessments. The Title III State Advisory Council has recommended that priority be given to projects that present new and innovative ideas related specifically to the educational needs of learners in instances where these needs are not being fulfilled satisfactorily. New project proposals, therefore, should be designed in such a way as to propose solutions to these particular problems.

We commend the school systems having approved projects for their efforts to improve education. We recognize that many fine projects were submitted which could not be implemented because of the lack of funds. It is hoped that this publication will encourage more and better projects in an effort to improve the educational opportunities of all the boys and girls of our State.

W.E. Mellown Jr.
W. E. Mellown, Jr., Coordinator
Titles I, III & V - P.L. 89-10

W. H. Kimbrough
W. H. Kimbrough, Director
Division of Administration & Finance

TABLE OF CONTENTS

Foreword - ii

Preface - iii

Table of Contents - iv

Alabama State Board of Education - - - - - - - - - - - - - - - - - - vi

ESEA, Title III Advisory Council - - - - - - - - - - - - - - - - - - vi

State Department of Education, Administrative Personnel, Public Law 89-10 - vii

Title III Projects in Alabama - - - - - - - - - - - - - - - - - - - viii

A Comprehensive Pre-School Program - - - - - - - - - - - - - - - - - 1

Anniston Education Park: Internal Colligation - - - - - - - - - - - 3

Center for Upgrading School Practices - - - - - - - - - - - - - - - 5

Diagnostic and Program Development Center - - - - - - - - - - - - - 7

Staff Development in English Instruction - - - - - - - - - - - - - 9

A Study of Deaf, Hard of Hearing and Normally Hearing Children - - - 11

Educational Leadership Program - - - - - - - - - - - - - - - - - - 13

Colbert-Lauderdale Child Study Center - - - - - - - - - - - - - - - 15

Pupil Personnel and Pre-School Program - - - - - - - - - - - - - - 17

Equalizing Multi-School Curriculum by Technology - - - - - - - - - - 19

An Approach to Teaching the Handicapped - - - - - - - - - - - - - - 21

Tennessee Valley Education Center - - - - - - - - - - - - - - - - - 23

Alabama Library Learning Center - - - - - - - - - - - - - - - - - - 25

Honors Program in Fine Arts - 27

Sequential Cumulative English Program - - - - - - - - - - - - - - - 29

Operation Hope - 31

Improving Instruction Through In-Service Training - - - - - - - - - - 33
Special Education Project - 35
A Special Education Program for Handicapped Children - - - - - - - - 37
Banks Model School - 39
Operating an Exemplary Elementary School Program - - - - - - - - - - 41
Special Education Project - 43
Madrigal: Overcoming Deprivation in Aesthetic Experience - - - - - - 45
Process - 47
Curriculum Research Center - 49

ALABAMA STATE BOARD OF EDUCATION

Governor Albert P. Brewer, President
Superintendent Ernest Stone, Executive Officer and Director

Dr. James D. Nettles	First Congressional District
Mr. Ed Dannelly	Second Congressional District
Mrs. Carl Strang	Third Congressional District
Mr. Fred L. Merrill	Fourth Congressional District
Mr. Victor P. Poole	Fifth Congressional District
Rev. Harold C. Martin	Sixth Congressional District
Mr. W. M. Beck, Sr.	Seventh Congressional District
Mr. W. C. Davis	Seventh Congressional District
Mr. Cecil Word	Eighth Congressional District

ESEA, TITLE III ADVISORY COUNCIL

Dr. Futrelle Temple, Chairman	University of Alabama
Mr. Ed Allen	Vernon, Alabama
Dr. Faye Brown	State Department of Education
Mr. V. C. Helms	Montgomery, Alabama
Rev. Monsignor William R. Houck	Mobile, Alabama
Dr. Leon Kennedy	Birmingham, Alabama
Mr. Charles C. Miller	Piedmont, Alabama
Mr. LaRue Pringle	Hayneville, Alabama
Mrs. Katherine G. Stone	Jacksonville, Alabama
Mr. Vernon Skoog	Birmingham, Alabama
Mr. E. L. Babb	State Department of Education
Mr. O. M. Bratton	State Department of Education

STATE DEPARTMENT OF EDUCATION
ADMINISTRATIVE PERSONNEL
PUBLIC LAW 89-10

Dr. Ernest Stone
State Superintendent of Education

Mr. W. H. Kimbrough, Director
Division of Administration & Finance

Mr. J. H. Boeckholdt, Assistant Director
Division of Administration & Finance

Mr. W. E. Mellown, Jr., Coordinator
Title I, III & V - Public Law 89-10

Mr. Lee Boone, Assistant Coordinator
Title III, Public Law 89-10

Mr. W. T. McNeil, Consultant
Title III, Public Law 89-10

Mr. E. A. Spear
Consultant

Mr. C. M. Youngblood
Consultant

Mr. G. W. Hause
Consultant

Mrs. Ann Harmon
Evaluation Consultant

Mr. Joe Kelley
Consultant

TITLE III PROJECTS IN ALABAMA

Andalusia City	A Comprehensive Pre-School Program
Anniston City	Anniston Educational Park: Internal Colligation
Anniston City	Center for Upgrading School Practices
Auburn City	Diagnostic and Program Development Center
Baldwin County	Staff Development in English Instruction
Birmingham City	A Study of Deaf, Hard of Hearing and Normally Hearing Children
Birmingham City	Educational Leadership Program
Colbert-Lauderdale County	Colbert-Lauderdale Child Study Center
Enterprise City	Pupil Personnel and Pre-School Program
Etowah County	Equalizing Multi-School Curriculum by Technology
Huntsville City	An Approach to Teaching the Handicapped
Huntsville City	Tennessee Valley Education Center
Jacksonville City	Alabama Library Learning Center
Jefferson County	Honors Program in Fine Arts
Lamar County	Sequential Cumulative English Program
Marshall County	Operation Hope
Montgomery County	Improving Instruction Through In-Service Training
Opelika City	Special Education Project
Piedmont City	A Special Education Program for Handicapped Children

Pike County	Banks Model School
Selma City	Operating an Exemplary Elementary School Program
Troy City	Special Education Project
Tuscaloosa City	Madrigal: Overcoming Deprivation in Aesthetic Experience
Tuscaloosa City	Process
Tuscumbia City	Curriculum Research Center

Music helps to shape an integrated personality, since it allows each child to respond in terms of his own needs. It is a direct experience, a means of enjoying life through an immediate and creative response.

A Comprehansive Pre-School Program
System: Andalusia City
Project Number: 5933
Program Period: 7-1-69 - 6-30-70
Project Description: Exemplary
Funding Level: $54,000.00
Contact Person: Mr. Shelby Searcy

Puzzles provide a valuable means of developing hand-eye coordination. Also the concepts of a whole and a part can be demonstrated in a memorable way.

A Comprehensive Pre-School Program

Approximately ninety-seven percent of the five-year olds in Andalusia are enrolled in public, private or church supported kindergartens. The Andalusia City Board of Education is operating a public school kindergarten which has seventy-eight children enrolled. Most of these children have a low socio-economic background. In this program, each child is accepted as he is; he is encouraged to grow within his own physical, mental, social, spiritual, and emotional capacity. Each child is encouraged to develop a creative and inquiring mind and to acquire good relations with his peer groups and with other people. Breakfast and lunch are provided for all students without cost. The staff consists of four teachers, four aides, and a school nurse. The school day begins at 8:30 a.m. and ends at 2:00 p.m.

The objectives of the program are:

- To provide each child an opportunity to develop good relations and wholesome attitudes toward others and to become part of a group.

- To provide each child an opportunity to express himself creatively through art, music, stories, and group play.

- To provide each child an opportunity to develop independent thinking and to learn problem solving.

- To provide each child an opportunity to develop healthy attitudes toward work and play, to improve his attitude toward school and education, to improve his self-image and to develop respect for property.

Anniston Educational Park: Internal Colligation
System: Anniston City
Project Number: 6410
Program Period: 7-1-69 - 6-30-70
Project Description: Innovative
Funding Level: $190,000.00
Contact Person: Mrs. Velma Curry

Anniston Educational Park: Internal Colligation

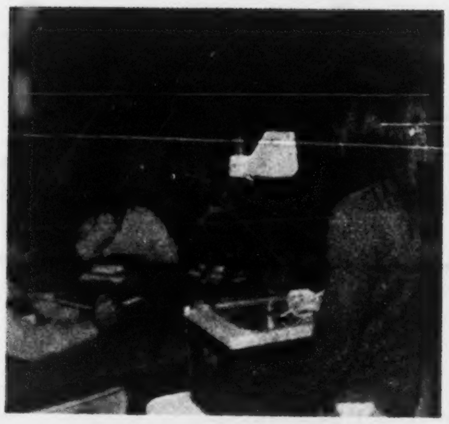
Activities planned for the second phase of Project AEPIC will center around the continuation of implementing personalized learning in the Anniston schools. Emphasis will be devoted to adaptation and development of curriculum materials within the framework of the Anniston Grid and learning styles. The major objective of the second year's program is training teachers in using the grid as an objective generating instrument, in the basic principles of evaluation procedures, and in adapting and developing curriculum content and teaching peculiar to each learning style.

Newly developed instructional and evaluative materials will be added to the Curriculum development Laboratory and to the electronic data processing tape catalog. Research and feedback data will be used to determine the effectiveness of these materials on the learning process.

Center for Upgrading School Practices
System: Anniston City
Project Number: 3388
Program Period: 7-1-69 - 6-30-70
Project Description: Innovative
Funding Level: $209,408.00
Contact Person: Mr. Clifford Smith

Center for Upgrading School Practices

Project CUSP, a highly innovative Title III, ESEA program, represents a consortium of ten school systems with the Anniston Public Schools serving as the host demonstration center. Offering a broad spectrum of professional services, this vital program provides program participants with needed technical assistance in developing school programs, documentary information relative to existing school programs and practices, and computer services featuring the most advanced technology. Project CUSP is currently meeting its program objectives on all areas.



A group of 10th grade students use overhead projector in study of Algebra.

Diagnostic and Program Development Center
System: Auburn
Project Number: 5932
Program Period: 7-1-69 - 6-30-70
Project Description: Innovative
Funding Level: $150,000.00
Contact Person: Mr. James L. Lovvorn

Mrs. Lucy Hagler works with reading problems through use of control readers in communications laboratory.

Diagnostic and Program Development Center

The Center proposes to improve the academic performance of children who are not functioning adequately in the traditional school environment by developing new programs which treat the student as an individual in terms of (1) diagnosing physical and intellectual capabilities; (2) prescribing courses of study; and (3) determining the way in which learning experiences are to be organized.

Sub-purposes of the Center include serving as (1) a catalytic agent for continuous program development and implementation; (2) an in-service training facility and the staff improvement for Auburn teachers as well as pre-service laboratory for students in the School of Education at Auburn University; and (3) a unique opportunity which will aid in the development and application of evaluation techniques which can measure student performance, teacher practices, and effects of change throughout an entire school population.

The Center has focused on three critical problem areas each year for intensive analysis and program development. The Humanities program has been phased out of Title III and into the regular high school curriculum. The Mathematics program will be phased out this year and will become a regular part of the curriculum in the 1970-71 school year. The main emphasis for 1969-70 year is in the areas of secondary level Social Studies and Language Arts.

Course guides in Mathematics are being developed with emphasis on a concept approach in grades 7-12. The trial course guides for Social Studies are being developed with revisions during the summer of 1970 for full time use in the 1970-71 school year.

Other services include expansion of the diagnostic services to reach more students, provision of in-service in all areas with special attention to the development of teacher proficiency in the use of group discussion, and preliminary work toward the revision of the Science program on high school level. The second phase of this program is slated for 1970-71.

The frame of reference which gives direction to the Diagnostic and Program Development Center remains the same as stated in our original proposal. The five objectives are: (1) improvement of self-concept and inter-personal relationships of the students; (2) utilization of educational technology; (3) curriculum revision aimed at "enriching" the educational opportunities for minority or "educationally deprived" groups; (4) a reorientation of teacher role to include the idea of teacher as guide and programmer of educational experiences and not as disseminator of information; management of teachers-in-training and paraprofessionals; and (5) revision of methodology to include not only all of the commonly accepted ways to receive "individualized" instruction but also to provide the students with unique ways for "individualized" expression.

Evaluation of audio-visual materials.

Staff Development in English Instruction
System: Baldwin County
Project Number: 6218
Program Period: 8-29-68 - 9-30-69
Project Description: Innovative
Funding Level: $66,400.00
Contact Person: Mr. A. R. McVay

Preparing an exchange tape.

Staff Development in English Instruction

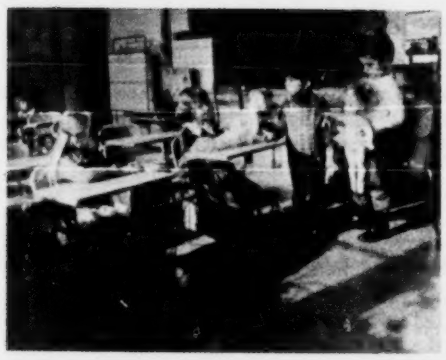
The purpose of this program is staff improvement for English teachers through the development and implementation of a curriculum designed to meet the peculiar needs of its students. This program is designed to improve present staff and to provide proven methods to implement improvement of future staff members. For each of the proposed three years, the general operational procedure of the project will be divided into three parts as follows:

1. A six-week workshop is held for the English teachers of the system. Under the direction of a full-time coordinator and visiting consultants, teachers prepare curriculum materials designed to carry out the objectives of the project. Visiting consultants have been chosen for proficiency in the areas of language and speech, composition and literature.

2. Four one-day conferences are scheduled during the scholastic year to evaluate materials developed and their courses in experimental use.

3. A continuing in-service program is held during the school year in which the coordinator is actively engaged in directing teacher's experimentation in use of materials developed and in new skills and techniques gained through intensive study during the workshop.

At the conclusion of the project, the curriculum materials developed and evaluated as successful in experimental use are reduced to concise writing. These are printed in three volumes: Language and Speech, Composition, and Literature which will serve as the English Curriculum for the Baldwin County School System.



Correlated preschool program for limited and normally hearing children at Birmingham Public Schools Hearing and Speech Center.

A Study of Deaf, Hard of Hearing and Normally Hearing Children
System: Birmingham City
Project Number: 1143
Program Period: 6-1-69 - 5-31-70
Project Description: Innovative
Funding Level: $60,000.00
Contact Person: Dr. Gwenyth Vaughan

Speech and language training for elementary school limited hearing children at Birmingham Public Schools Hearing and Speech Center.

A Study of Deaf, Hard of Hearing and Normally Hearing Children

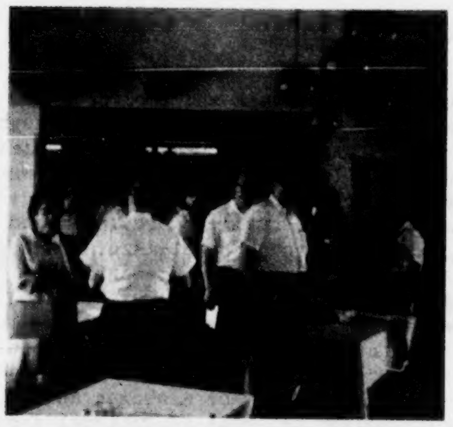
The emphasis in this project is upon evaluating innovative, exemplary, and adaptive procedures associated with correlative and supportive educational programs for deaf and hard of hearing children in existing educational facilities for the normally hearing.

During the first year of the study, comprehensive evaluations of all of the limited hearing children will be made at the Medical Center. These studies will serve as a basis upon which deaf and hard of hearing children will be placed in private schools for the normally hearing; various supportive measures will be provided according to the needs of the individual student. Other groups of students will participate in innovative programs at the Speech and Language Center of the public schools. These will be designed to upgrade communication input as well as output. Equipment to improve the acoustic environment for limited hearing children in the special and the correlated classrooms will be studied.

Parent participation will be highlighted through the activities of the Parent's Club, through counseling sessions with clinicians and educators, and by workshops presented by nationally known specialists.

A study of the attitude toward and knowledge of deafness will be made for various groups including parents, professionals, community groups, and service organizations. During the second year of the project, plans are being made for various public education programs to be presented concerning deafness and its impact upon the individual, family, and community.

In-service training for the project staff will be one of the major goals during the first year. Statewide invitations to attend conferences and workshops in deafness will be issued to educators and specialists in communication disorders.



Informal registration begins at Val Monte for a three-day family type conference attended by 50 superintendents and their families. This meeting was held July 27-30, 1969.

Educational Leadership Program
System: Birmingham City
Project Number: 4486
Program Period: 3-20-69 - 3-19-70
Project Description: Innovative
Funding Level: $130,812.00
Contact Person: Dr. C. Frank Newell

The women and children board a bus for a day's outing while the men remain behind to work. July 21-24,1969.

Educational Leadership Program

The primary objective of this project is to ascertain and implement a program of effective leadership for education in the State of Alabama through planning. Some of the practices through which this is implemented are these: (1) inventing a procedure to provide educational leadership to solve problems common to the State; (2) organizing statewide and regional leadership management conferences in which executives from government, business, religion and the schools meet and constitute a "think tank" concerning problems of leadership for educational improvement, such as financing education, preparation and recruitment of teachers, curriculum development, and general problems which plague superintendents and other professional personnel; and (3) inventing a system of recruitment and selection of outstanding prospective educational leaders for the State. This objective is being fulfilled through an internship program with the cooperation of the University of Alabama, Auburn University, the Leadership Project, and the sponsoring local educational agencies.

We are alert to new and innovative programs in the state. These projects are visited when possible and we encourage others to visit them. Also, we encourage the adoption of innovative practices.

Dr. Uvaldo Palomares, Consultant, from the Human Development Institute in California, is working with a group of children in the "Magic Circle".

Colbert-Lauderdale Child Study Center
System: Colbert-Lauderdale County
Project Number: 5436
Program Period: 2-1-70 - 1-31-71
Project Description: Innovative
Funding Level: $172,000.00
Contact Person: Miss Judy Belyeu

The sisters and lay teacher of Our Lady of the Shoals School are reviewing materials in the Reading Clinic of Florence State University.

Colbert-Lauderdale Child Study Center

The Child Study center is serving sixteen demonstration schools in a variety of approaches such as diagnosis, coordination of educational services for individual students, individual and group tutorial assistants and counseling, as well as the initiation of preventive approaches for all students in the sixteen demonstration schools.

The Center takes individual referrals and applies the mental health model of pyschological diagnosis - social work interview with parents and consultation with teachers of the referred student. The results of these findings are processed through a summary report consisting of recommendations to the school personnel concerning the school environment's relation to the child.

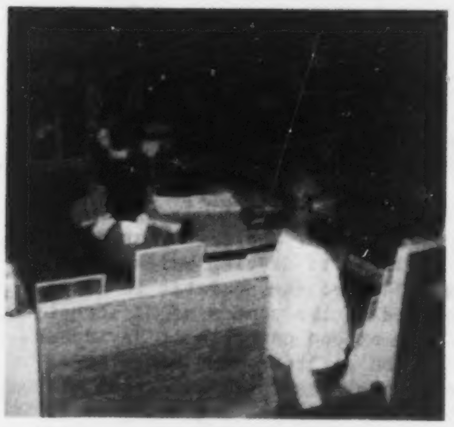
Various Center staff members have projects which they have organized to provide additional treatment supportive to the recommendations made to the school personnel. The student may receive individual or group tutoring according to his needs and the personality of the school. Another treatment service offered is individual counseling which is done on a limited, short-term basis with those students needing support while adjusting to changes within the school and home environment. If the student's problem is one of peer relations or perception of authority figures, the student may be placed in activity counseling for a time where he interacts with his peers and adults in a positive approach to consistent limits and the building of inner-direction.

If a school is experiencing pockets of educational deprivation, the Center staff personnel organizes group projects of a developmental nature to help the student individualize and progress in his educational experiences. If the student is experiencing emotional difficulties due to academic failure, placement in a crisis classroom model becomes appropriate until such time as the student can be phased back into an entire day in the regular classroom situation.

The parents of referred students are given the opportunity to participate in meetings with other parents and the social worker on the Center staff for an initial study in children's behavior and child management. This year, the Center is offering the Child Management approach to parents in the demonstration schools on a preventive basis. This means that the parents receive instruction before their child is referred individually.

This year, the major in-service activity for teachers of a demonstrative nature is the Human Development program. This activity requires thirty hours of release time in which the teachers learn to establish experiences in the life of a child enabling him to develop a more positive framework for dealing with problems in later life. The program assures that the classroom teacher is able to give the child some measure of personal development by gaining increased awareness, more self confidence, and a better understanding of interpersonal relationships.

Weekly consultation with teachers on a continuous basis supports and supplements teacher knowledge and expectations.



Four year olds explore.

Pupil Personnel and Pre-School Program

System: Enterprise City
Project Number: 6276
Program Period: 7-1-69 - 6-30-70
Project Description: Exemplary
Funding Level: $138,798.00
Contact Person: Mr. Ed Traweek

Doing art work at preschool.

Pupil Personnel and Pre-School Program

The project is designed to enrich and support the basic principles of education by focusing on individual needs. The staff is composed of a director, a school psychologist, two visiting counselors, a speech therapist, a school nurse, and three elementary school counselors.

Three pre-school teachers and three aides seek to provide growth for the "whole child" through a coordinated program for four and five-year olds in the model pre-school program. The program seeks to develop well-adjust healthy youngsters with a good self concept. The program operates in a specially designed three-classroom building located on the campus of Hillcrest Elementary school. One hundred twenty students attend on one-half day schedules. Since the home has such great influence on attitudes and experiences of these children, parental understanding and involvement are an essential ingredient of the program. Conferences are held before the beginning of school to discuss the various ways in which parents may participate in the program. Methods used during the past year to bridge the gap between home and school include attendance at reading seminars, observation periods, providing transportation on field trips, assisting at parties and conferences with teachers.

The elementary school counselors operate as part of the school faculty in the school in which they work. Hillcrest and College Street Elementary Schools have a full-time counselor, while Pinedale and Carroll Street Schools are served on a part-time basis.

A "team approach" is used in dealing with many situations and services of the personnel are available to all nine schools in the city system. Primary emphasis, however, is placed on "prevention" in the pre-school and elementary programs. The psychologist has been primarily concerned with testing and placement of children and effective use of test results. The visiting counselors attempt to reduce attendance problems and, as a flexible part of the program, act as liaison between the school and the home and community.

Students receiving special help from commercial teacher, Sardis High School.

Equalizing Multi-School Curriculum by Technology
System: Etowah County
Project Number: 6388
Program Period: 7-1-69 - 6-30-70
Program Description: Innovative
Funding Level: $145,177.00
Contact Person: Mr. Billy J. Rains

A small group using sound filmstrip with headsets in the Learning Center Concept at Sardis High School.

Equalizing Multi-School Curriculum by Technology

This year, the Etowah County High Schools are continuing to use approximately twenty percent of the student's time for large group, small group and individualized instruction. This block of time is known as the conference learning center.

The large group instruction differs slightly at present from last year because of the delay in operation of our closed circuit television network. At present, the discipline coordinators are rotating from school to school working with the team of teachers in helping present supplementary lessons. The addition of television will provide more flexibility in supplementary lessons.

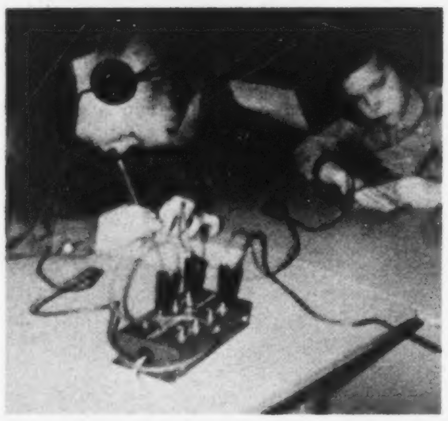
The small group instructional phase of the program has been expanded. In addition to providing teachers free time to work with small groups of students needing special help, a learning center has been developed. The learning center has equipment and materials for students to use during the conference learning center block of time. In this time, they may receive help from teachers and may utilize media to improve comprehension in almost any subject area.

The individualized concept is being implemented in the learning center and, in some cases in the traditional classroom. This is accomplished through programmed lesson plans and by instructing the students with regular audio tapes. To complete a unit for individualized instruction, the teacher prepares an audio tape in which she teaches the unit prepared, along with instruction necessary for the students to move through the unit. At any time during the unit, the student may ask the teacher for additional help. The individualized arrangement can give students an opportunity to develop the full measure of their talent, regardless of capabilities, interests and ability.

The audio-graphic network is being used exclusively this year for teaching French I, French II, Spanish I, Shorthand II, Algebra III, Physics and Chemistry II. The subjects taught on the network have provided the students of the small high school the same curriculum offering as the larger high school.

Use of screen in aiding children who are working in small groups.

An Approach to Teaching the Handicapped
System: Huntsville City
Project Number: 1592
Program Period: 3-15-69 - 3-15-70
Project Description: Innovative
Funding Level: $45,000.00
Contact Person: Mrs. Margaret Vann



Boys at work at listening station.

An Approach to Teaching the Handicapped

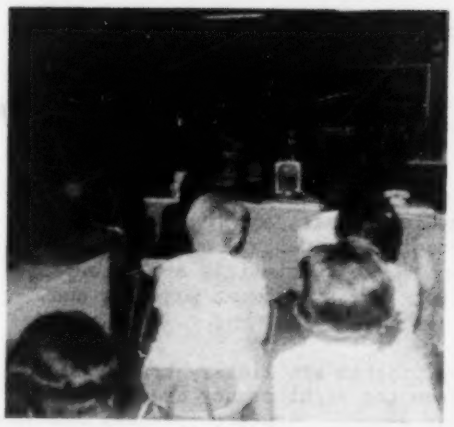
The purpose of this project is to provide the Huntsville City School System an innovative approach to meet more adequately the needs of handicapped children functioning within the educable mentally retarded range. The children remain in the regular classroom but receive special instruction from a diagnostic teacher in their building.

Two teams made up of two diagnostic teachers each establish developmental centers in the two elementary schools having a high incidence of children functioning within the EMR range.

Children participating in the program are referred to the center on the basis of need for specialized instruction. These children remain with the regular classroom teacher for most of the school day. The center is arranged to maximize learning for each child.

The objectives of the program are as follows:

- To demonstrate that an approach other than the self-contained classroom alone can provide supportive instruction for EMR children.
- To provide a development center in two elementary schools using different materials and teaching methods for handicapped children while allowing these children to remain in the regular classroom part of the day.
- To document, evaluate, and disseminate procedures used in this approach.
- To improve the teaching skills of those teachers referred to in this project as the diagnostic teachers.
- To develop a more positive attitude on the part of the regular school personnel toward special education and handicapped children.
- To provide an opportunity for other school systems in the State to observe a different approach to working with EMR children.



A Teaching-Learning Demonstration.

Tennessee Valley Education Center
System: Huntsville City
Project Number: 4158
Program Period: 9-1-69 - 8-31-70
Project Description: Innovative
Funding Level: $140,000.00
Contact Person: Dr. George Davis

Teacher-Aide Training.

Alabama Library Learning Center

The Alabama Library Learning Centers are busy while attempting to accomplish the goals which have been set forth for the final year of the Title III ESEA project in the Jacksonville City School System.

The children are being taught to become more independent library users through the use of books, periodicals, audio-visuals, and the dial access programs. Planned library programs in reading, listening, and viewing are conducted. Teachers, student teachers and media specialists are incorporating the dial access media and classroom work for enrichment purposes and independent study.

Others who benefit from our training program are library trainees, student teachers, teachers and librarians from the eight county areas. Regular training sessions are held for the various groups. Student teachers are videotaped for self evaluation. This method permits them to discuss with supervisors strengths and weaknesses as they view them.

Visitors are constantly touring our Centers in search of innovative ideas which may be used in building and stengthening library programs. This group consists of librarians, students, administrators, parents, teachers and community groups.

Plans for the installation of closed circuit television are already underway. Initial steps have been taken for expansion of facilities. This will include carrels, viewing, listening and reading areas.

The Alabama Library Learning Center's chief concern for this year is the continuation and improvement of a dynamic program. We are attempting to provide a program which serves as a laboratory for research and study. Our aim is a Center of innovative ideas which will contribute to the growth and development of youth in independent thinking, in abilities to study effectively, and in developing desirable attitudes toward books and multi-media.

On November 7th and 8th, Frank Engle, University of Alabama, presented a workshop in sculpture and its various forms for the Jefferson County art teachers.

Honors Program in Fine Arts
System: Jefferson County
Project Number: 3426
Program Period: 10-1-69 - 6-30-70
Project Description: Exemplary
Funding Level: $43,918.00
Contact Person: Mr. Vernon Skoog

On December 2, 1969, Phillip Farkas, foremost horn soloist with Kansas City Philharmonic under Karl Krueger, conducted a workshop for Jefferson County band teachers and French horn players. In this picture he is working with 12 of our best horn students as a demonstration group.

Honors Program in Fine Arts

The purpose of the project is the developing and conducting of an exemplary education program with a new approach in the area of fine arts. Twelve workshops are held during the year. These workshops are in the areas of choral music, instrumental music, dramas, modern dance, elementary music education, and art. Nationally known clinicians are brought to our Cultural Arts Center; teachers and students attend workshops on released time. A supply teacher is provided for each teacher attending the workshops.

These workshops explore the latest teaching techniques and materials. There is an evaluation and follow-up for each workshop. Teachers bring a report and discuss techniques at faculty meetings on the local school level. Talented students are involved in each workshop for purposes of demonstration of teaching techniques and they also assist the teachers in bringing knowledge to classes in their own schools.

The second phase of the project is the Summer Honors Program for gifted ninth, tenth and eleventh grade children. After auditions and tests, students are selected to participate. Master teachers work with the gifted students in major art classes. They are assisted by successful local teachers. They also prepare guides, evaluations and work with students in theory and the history of the arts. The project concludes with a culmination Fine Arts Festival.

Sequential Cumulative English Program
System: Lamar County
Project Number: 3303
Program Period: 10-1-69 - 9-30-70
Project Description: Innovative
Funding Level: $73,653.00
Contact Person: Mrs. Mary Will Hollis

MRS SUPERMARKET QUEEN

Sequential Cumulative English Program

The four-fold objectives of the Lamar County English Project which is now in its third and final year are:

- To reeducate teachers in new and better methods of classroom teaching.
- To improve the language skills of the secondary student in Lamar County.
- To build a sequential and cumulative course of study of English in grades seven through twelve.
- To serve as a pilot center and study for Livingston University and for the Department of Education.

Teachers have completed seventy workshops which have been held in Lamar County and which were led by some of the most outstanding educators in America in the field of literature, grammar, speaking, writing, listening and drama. Some consultants have gone into the classrooms to work directly with teachers and students.

Teachers and students have been provided excellent films, film strips, transparencies, audio tape, art prints, record players, other audio-visual media (video tape) and hundreds of books geared to reach the disadvantaged youth. The teachers have an excellent professional library. Visitors from other areas have been invited to come and see the changes which are taking place. Printed books and pamphlets were sent to those who requested them until the supply was exhausted.

The sequential and cumulative program for the teachers of Lamar County will be completed and printed by August 1970.

The Marshall County Special Education students visited Noccalula Falls Park, Gadsden, Alabama, climaxing a study they had made in Alabama History.

Operation Hope
System: Marshall County
Project Number: 0048
Program Period: 6-1-69 - 5-31-70
Project Description: Innovative
Funding Level: $70,000.00
Contact Person: Mr. W. Bemon Lyon

The Marshall County Special Education students are learning first hand through a field trip to a Jetport, where they were officially conducted through the Port and a Jet plane.

Operation Hope

The purpose of the project, "Operation Hope", is to provide adequate experiences whereby the educable mentally retarded pupils may obtain a coordinated sequential program of academic instructions and salable vocational skills so that he may become a self-supporting worker.

Activities of this project include the three major objectives which are:

- To develop a coordinated sequential program of academic and prevocational instruction for the educable mentally retarded pupils in grades one through twelve.
- To reduce the abnormally high dropout rate among the educable mentally retarded pupils.
- To provide a terminal program for each senior and/or junior high school pupil which will equip him with a salable vocational skill in order to enable him to become a self-respecting, self-supporting member of the community.

To accomplish these objectives, we have established training classes for educable mentally retarded pupils in the county. Five new classes which are funded by this project, were added to the six original classes for a total of eleven EMR classes in the county, providing a sequential program in grades one through twelve.

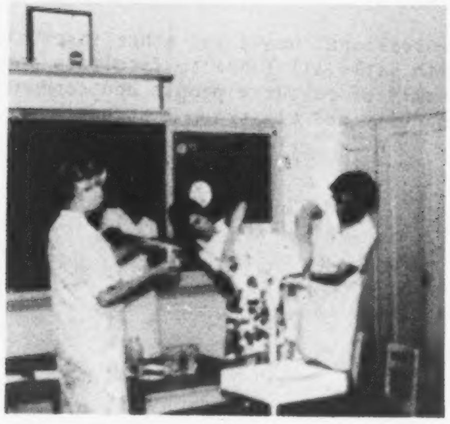
Special printed materials and supplies, such as the Stanwix House Reading Series, On the Job Series, Useful Arithmetic and English; books which help the student understand himself in order to become good citizens; and many supplementary readers in the areas of science, health and social studies have been purchased.

Equipment, such as filmstrip projectors, super 8MM sound film projectors, 16MM film projectors, record players, tape recorders, listening stations, and overhead projectors are aiding the teachers in academic instruction and exploration of the world of work. Assorted filmstrips, super 8 sound films, recorders and tapes have been purchased for use with this equipment.

Additional educational experiences are being added through field trips to broaden knowledge both academically and socially. Visits to various areas of work are made in order to show on-the-job functions. Resource people are coming into the classroom to share experiences in certain types of vocations. Exploratory experiences are provided in the classroom so that the pupil, through active and vicarious participation, may be brought face to face with a multiplicity of academic instruction and vocational skills.

Improving Instruction Through In-Service Training

System: Montgomery County
Project Number: 6355
Program Period: 7-1-69 - 6-30-70
Project Description: Innovative
Funding Level: $75,000.00
Contact Person: Mrs. Evelyn McLeod
Mr. Thomas Bobo



Improving Instruction Through In-Service Training

The project begins each year's in-service activities with a three weeks summer workshop for teachers and principals. The workshop program is designed to meet the needs and interests of those involved as well as to provide concentrated study on certain innovative practices. Approximately 150 people are involved in each workshop including resource persons, consultants and coordinators. Those teachers and principals receiving training in the summer program serve as catalysts in their respective schools during the following school year.

During the current school year emphasis is being placed on such activities as:

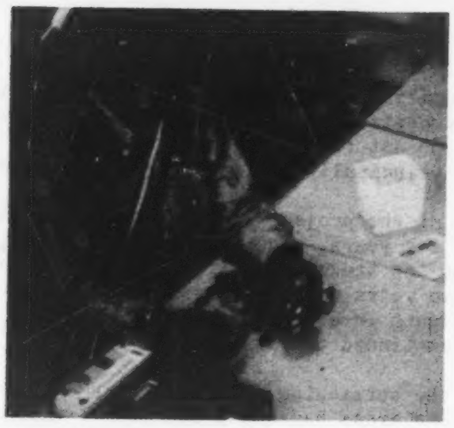
- Planning and implementing meaningful faculty in-service work.
- Providing opportunities for many teachers to observe the work of other classrooms in which creative approaches to instruction are being demonstrated.
- Using video taping for teacher self-evaluation.
- Taping classroom situations for analysis by other teachers.
- Bringing consultants and resource people to faculties and classrooms via video tape.
- Holding short workshop sessions in the various disciplines to promote creative approaches in teaching.

Instructional patterns aimed at individualizing learning include:

- Cooperative teaching in various forms.
- Grouping, programmed materials, tape recordings, etc.
- Problem centered learning process.
- New programs designed for low achievers, especially the disadvantaged.

Other services include:

- Supplying professional books and other instructional materials purchased with Title III funds to faculties and individuals.
- Furnishing names of resource people and community resources to be used in faculty and classroom instruction.



Special Education Project
System: Opelika City
Project Number: 0179
Program Period: 6-1-69 - 5-31-70
Project Description: Innovative
Funding Level: $45,000.00
Contact Person: Mr. John W. Jackson

Special Education Project

The Special Education Project is developing an instructional program for special education students based principally on a series of optional learning opportunities which do not require reading competencies. In the program, instruction will rely principally on listening, viewing, and experiencing.

The first year of the project will be devoted to developing programs for the students' first six years. The second year of the project will be used to develop programs for the students' last six years. During the third year the work of the first two years will be consolidated, procedures will be established for placing all students in a job, a trade or technical school, or in a rehabilitation program for continued training.

In developing the curriculum for the primary and intermediate phase of the program, the following areas have been delineated and most of the behavioral objectives for these sequenced continuums have been written: citizenship education (which includes personal and social competencies with an occupational orientation), communication skills, arithmetic skills, science, art, music, aesthetics and physical education.

The sequenced concepts will be presented to students through various media with emphasis on the use of cassette recorders, slide projectors, slide previewers, filmstrip previewers, Super 8MM projectors, and manipulative devices. Preliminary field testing has been completed successfully and a full scale field test of programs and procedures has been developed and will be initiated in January 1970.

Working on White Christmas baskets for needy families and decorating tree.

A Special Education Program for Handicapped Children
System: Piedmont City
Project Number: 0185
Program Period: 6-1-69 - 5-31-70
Project Description: Innovative
Funding Level: $45,000.00
Contact Person: Mr. John R. Kirkpatrick

Weaving pot holders for Christmas gifts.

A Special Education Program for Handicapped Children

Our program is designed to identify and assist those children who are classified as educable mentally retarded because of emotional, social, or intellectual problems.

Instruction is on each child's mental age level and placement in each subject is determined by progress shown.

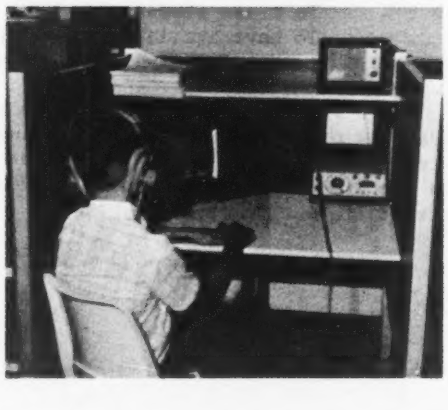
Parents of the children involved are eager to cooperate and progress reports are sent home periodically.

These children have been made to feel that they are a part of the regular school program by being included in physical education and music classes, as well as recess, lunch periods, and assembly programs.

We are well pleased with our program thus far, and hope it will be possible to continue it permanently.

This teacher is using a videotape recorder and tape made from ETV in her social studies class. Her students can view this Alabama History tape again in the Resource Center.

Banks Model School
System: Pike County
Project Number: 6046
Program Period: 7-1-69 - 6-30-70
Project Description: Innovative
Funding Level: $100,000.00
Contact Person: Mr. Edward K. Wood



The carrells in our Resource Center have video and audio capabilities. This student is listening to an audio tape of a music assignment. He dialed the number assigned to this tape and received instant playback.

Banks Model School

The Model School provides a means to display new educational media and its use to educators. It is designed to overcome widespread teacher resistance to new educational practices and to serve as a practical, easily related model for emulation throughout area schools. The Project is based on the premise that through the utilization of modern technology, the teacher can better meet the needs of each individual student in helping him reach his potential.

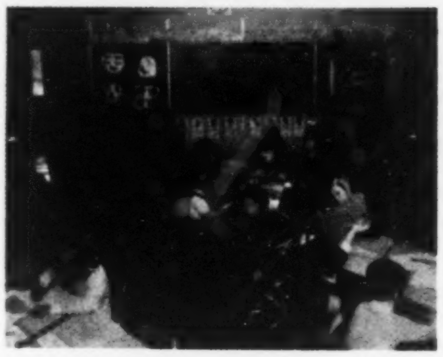
The progress and plans for the second year can best be described by the words - we are changing. We are changing in our attitudes about how to teach; the concept of what is a good teaching-learning situation; in our attitudes concerning lesson plans and the use of multi-media; and in our Resource Center.

The Resource Center is housed in a room which was formerly used as an English classroom. One of the objectives of this project is to demonstrate that a school can have a good library program within existing facilities. Therefore, we have tried to set a center within one room, even housing the additional equipment for the video and audio part of our random dial access equipment.

The books and non-book material are all housed in this room. The learning center was established to serve these purposes:

- To give students a place for individual study and self instruction.
- To provide a storehouse for non-book materials that can be used in the instructional program and the enrichment program.
- To provide a place to house the hardware with which to use these materials.
- To demonstrate to area educators how a multi-media and book collection is procured and/or produced, housed, catalogued and circulated.
- To train student teachers in the use of multi-media.
- To have available for evaluation by visitors all new types of software and hardware.

The Project also has available a multi-media van for the in-service training of teachers, supervisors and administrators. Consultants and technicians also travel with the van for these workshops. All school personnel in the Project area may visit the Model School and/or request assistance from the staff.



Teacher aides work with children in some drill activities.

Operating an Exemplary Elementary School Program
System: Selma City
Project Number: 6091
Program Period: 7-1-69 - 7-30-70
Project Description: Exemplary
Funding Level: $105,000.00
Contact Person: Miss Lorna West

Two students using the Audio Dial Access System. They are listening to a tape which the teacher has prescribed for them.

Operating an Exemplary Elementary School Program

Cedar Park School, Selma City Schools, is in its second year of operation. The emphasis of the project is placed upon finding ways and means for individualizing instruction. During the period of operation the personnel involved incorporated various approaches in their efforts toward achieving its goal. Flexible scheduling, flexible groupings, cooperative planning, implementing, and evaluating; the development of learning guides for Mathematics and Language Arts; and Social Studies packets have all been outgrowths of this program. Also, various innovative personnel positions in the school program are being utilized. A Curriculum-Coordinator has the total responsibility for directing the project toward its objectives; an Administrative Assistant is used to direct the plant management; two Unit Coordinators, one primary and one intermediate, work closely with teachers in implementing the program; and five para-professionals work with groups of teachers in assisting them in non-professional responsibility areas.

The staff uses the process of planning, implementing and evaluating as a means for continuous improvement.

Parent-teacher conferences are held twice a year while written reports are sent four times a year. The written reports have been developed with the curriculum and the child in mind.

The school is open for visitation and is interested in sharing its findings with those who are interested.

These students take Vocational Agriculture with the regular Vocational Agriculture teacher. Here they are engaged in cruising timber.

Special Education Project
System: Troy City
Project Number: 0199
Program Period: 6-29-69 - 6-20-70
Project Description: Exemplary
Funding Level: $45,000.00
Contact Person: Dr. John Shelton

Welding: These boys have welded pipe, flat iron and cut metal with welding machine.

Special Education Project

The Troy Title III Special Education Project combines funds from Title VI, Vocational Rehabilitation, and Title III, in staffing, equipping and supplying the eight special classes involved. Other personnel involved in the project are a director, secretary, vocational counselor, home economics instructor and shop instructor. The shop and home economics teachers work with the junior high classes in providing experiences for developing salable skills which they can use for on the job training when they reach senior high school.

Some senior high age students are enrolled in an ROTC class which is conducted especially for them. Others are participating in regular shop and home economics classes. Initial interviews with prospective employers are conducted and plans now indicate that some students will be placed in sheltered jobs in the near future.

Several classes are in the process of developing gardens on the school grounds. One senior high class is engaged in the study of cattle raising. It is hoped a calf will soon be purchased for providing firsthand experiences for these boys.

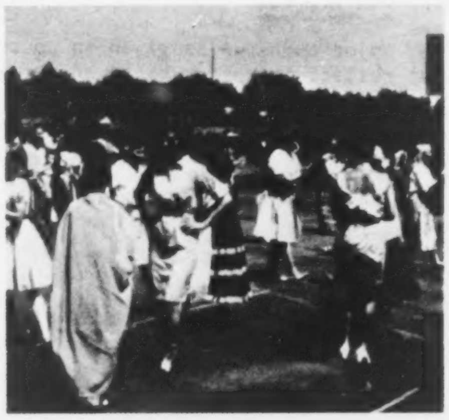
Progress is being made in the direction of developing a curriculum for Special Education. A city-wide workshop is held the last Friday in each month with released time for teachers to work in the development of a sequential curriculum for Special Education. Three workshops have been concluded and plans are made for an observation visit to the Bay County Special Education Program in Panama City, Florida.

A materials center has been established at Oakland Heights where much of the audio visual materials have been catalogued and are available to all project teachers. Lists of available materials have been prepared and given each teacher.

The project director closely supervises all classes, periodically checks lesson plans which are submitted by each project teacher on a weekly basis, and continues to organize future in-service efforts, supply needs and pupil evaluation and placement.

Art work and musical drama staged by pupils of the 20th Street School. All planning and art design were prepared by the pupils.

Madrigal: Overcoming Deprivation in Aesthetic Experience
System: Tuscaloosa City
Project Number: 5622
Program Period: 3-16-69 - 3-15-70
Project Description: Innovative
Funding Level: $80,000.00
Contact Person: Mr. E. E. Gaither



Student-Parent participation in a Pinata Dance using music and drama to focus on an experience unit planned and carried out by pupils and teacher.

Madrigal: Overcoming Deprivation in Aesthetic Experience

Madrigal is a cooperative and cumulative program in the arts focused on overcoming cultural deprivation in the larger Tuscaloosa Community. The elementary school curriculum, parent-teacher involvement, and participation by other members of the adult community are used as vehicles for emphasizing personal response-oriented experiences in music, art, and creative drama. Eight participating agencies have provided support and guidance for the program by representation on a twenty-one member Title III Advisory Committee.

The objectives of the program are:

- To help children advance progressively from the lower levels of aesthetic awareness (1.1 level in the affective domain taxonomy) to higher levels of aesthetic sensitivity and response (2.0, 3.0, 4.0, 5.0 levels in the affective domain taxonomy).
- To reinforce the relationship between participating in satisfying experiences in the arts and the creative use of leisure time.
- To effect a positive change in the child's self-concept.
- To achieve with teachers an increased commitment to providing stimuli and guidance for children's creative experiences.
- To achieve the maximum involvement of parents, teachers, and other adults in this creative venture with the children.
- To develop aesthetic evaluation items based on the affective domain taxonomy.

Project teachers in music, art, and creative drama are working with regular classroom teachers in providing stimuli for changing the participant's attitudes and interests in aesthetic areas. Music, art, and creative drama techniques and materials are used to promote positive responses from the participants in the selected cultural areas. Innovative visual and auditory materials are used to supplement basic techniques in the aesthetic teaching/learning process.

Major emphasis is given to positive personal response-oriented experiences that reflect learnings based on the affective domain taxonomy.

Team of four Project Process teachers and an aide in an afternoon planning session at Thirty-Second Avenue School.

Process
System: Tuscaloosa City
Project Number: 6591
Program Period: 8-1-69 - 7-31-70
Project Description: Innovative
Funding Level: $39,000.00
Contact Person: Dr. Marie Sinclair

Teachers and children in a cooperative teaching setting.

Process

The following activities and services are being conducted during the current fiscal school year:

Cooperative Teaching - Elementary: The implementation and demonstration of new patterns of instructional organization, such as cooperative teaching, are continuing in each of the seven project schools. In support of this endeavor, workshops have been scheduled throughout the school year in order that elementary project teachers might work on solutions to common problems such as the following:

- Setting up criteria for evaluating pupil progress, check sheets, etc.
- Developing policies for reporting to parents.
- Finding ways to plan cooperatively during the school day.
- Managing to utilize special talents of individual teachers while avoiding departmentalized teaching.
- Making more effective use of services of the teacher aide.
- Improving small group discussions.
- Individualizing learning.

Cooperative Teaching - Secondary: The humanities teachers are working on solutions to common problems, such as those mentioned in the above paragraph. Also, a series of workshop sessions are underway in support of this endeavor.

Closed Circuit Television: Supervised practice in using the video camera, video tape recorder, microphones, and monitors in simulated and real classroom situations is continuing. Emphasis is being directed toward video-recording micro-teaching sequences for the purpose of self-evaluation.

Behavioral Objectives and Florida Taxonomy: A group of project participants are undergoing a training program in writing instructional objectives in terms of learner behavior, taxonomy levels, etc. They are also receiving practice in using the Florida Taxonomy, a sign system, as a basis for collecting data on classrooom behaviors as well as in identifying criterion behaviors for the purpose of self-evaluation.

The printing room at the Curriculum Research Center houses an off-set press, a collator, binder and folding machine and a process camera and dark room. Materials for the entire school program are printed here. The printer shown in the picture is very efficient and is a Title III employee.

Curriculum Research Center
System: Tuscumbia City
Project Number: 3422
Program Period: 7-1-69 - 6-30-70
Project Description: Exemplary
Funding Level: $21,256.00
Contact Person: Mrs. Sarah Tuberville

The "Magic Circle" in the Human Development Program.

Curriculum Research Center

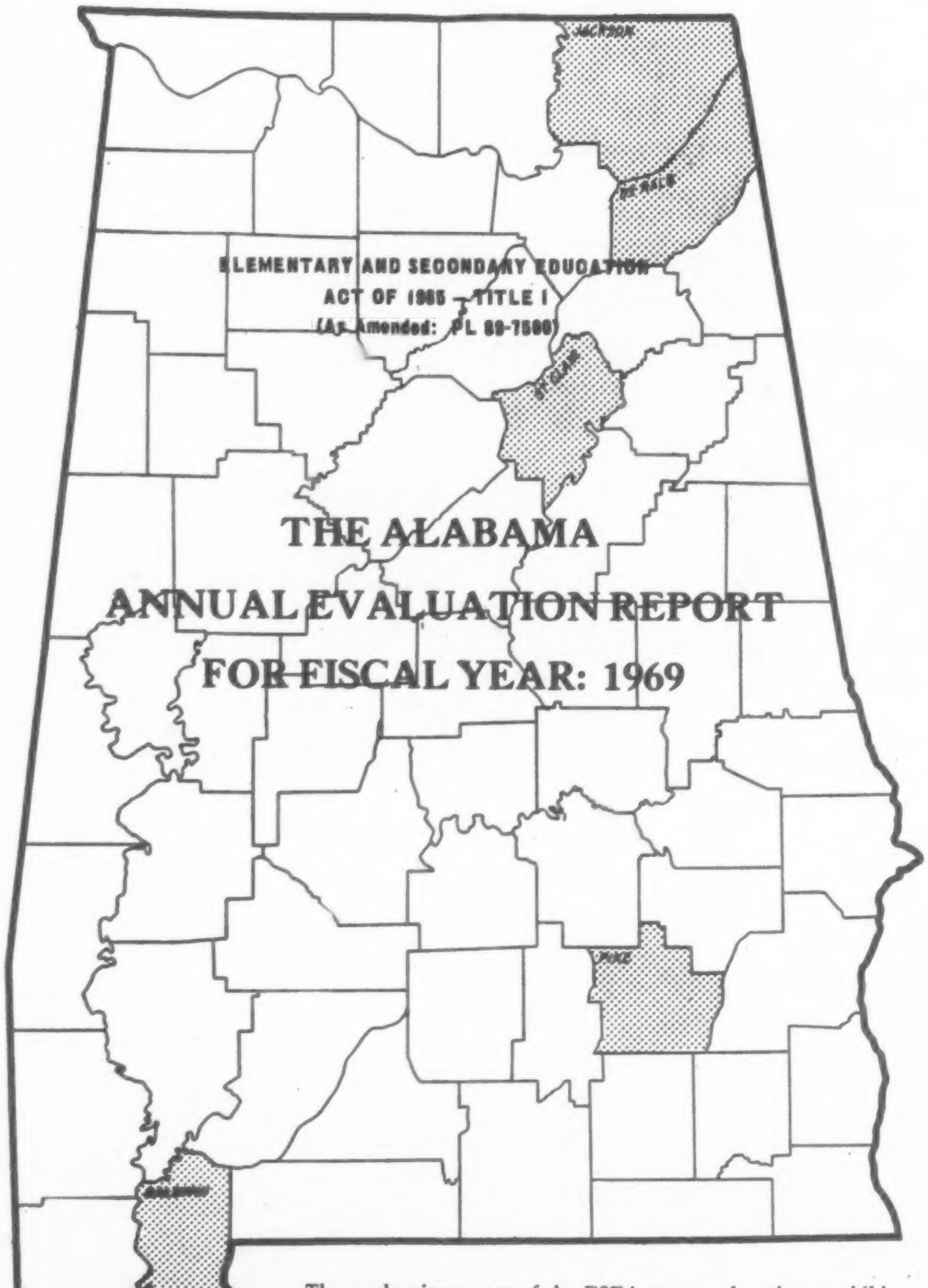
The major activities supported by the Tuscumbia Research Center at this time are the production of materials for individualized instruction and the training of teachers in a home development program.

The preschool program has had the assistance of several consultants in developing or securing materials and in providing activities that will enable them to meet the individual needs of each child. The parent coordinator has regularly scheduled meetings with parents for the purpose of instructing them in the making of materials and the use of developmental tasks which can be used with their children at home. The teachers of the preschool program have completed thirty clock hours of training in a human development program.

Elementary teachers from the three primary grades began working in the Human Development Program on October 23. The teachers of the intermediate grades will participate in the training sessions after the completion of the primary program.

Two consultants are working with the high school principal in developing a sensitivity or human development program for his teachers. The senior high social studies teacher will be assisted by a specialist in writing a social studies curriculum guide. This is an addition to a guide which was developed last year by the teachers in grades one through nine.

A representative group of teachers from the preschool program through high school participated in a science workshop during the summer in order to learn a new approach to teaching science. This is a program in which every student is involved in investigating, experimenting, and discovering facts for himself. Additional workshop sessions are being conducted by the teachers who participated in the training in order to familiarize the other teachers with the materials and methods. The Title III Project is not the only agency involved in these activities; the Curriculum Research Center is the nucleus of these curricular programs.



ELEMENTARY AND SECONDARY EDUCATION
ACT OF 1965 — TITLE I
(As Amended: PL 89-750)

THE ALABAMA
ANNUAL EVALUATION REPORT
FOR FISCAL YEAR: 1969

The evaluation report of the ESEA program for migrant children follows the outline provided by the United States Office of Education and was compiled from the reports of the participating school systems.

STATE OF ALABAMA

Governor . . . . Albert P. Brewer

State Superintendent of Education . . . . Ernest Stone

State Board of Education
- Dr. James D. Nettles
- Ed Dannelly
- Mrs. Carl Strang
- Fred L. Merrill
- Rev. Harold C. Martin
- S. M. Beck
- Victor Poole
- W. C. Davis
- Cecil Word

Division of Administration and Finance
- W. H. Kimbrough, Director
- J. H. Boockholdt, Assistant Director

Title I Staff

W. E. Mellown, Jr.	Coordinator
E. A. Spear	Assistant Coordinator, P.L. 89-750
C. M. Youngblood	Consultant
Joe Kelley	Consultant
G. W. Hause	Consultant
Ann Harmon	Evaluation Consultant

TABLE OF CONTENTS

INTRODUCTION

I. EXEMPLARY PROJECTS 1

II. CHILDREN SERVED 4

III. GRADE PLACEMENT 4

IV. TEACHER-PUPIL RATIO 4

V. INTER-RELATIONSHIP WITH THE REGULAR TITLE I PROGRAM 5

VI. COORDINATION WITH OTHER PROGRAMS 6

VII. INSERVICE TRAINING 8

VIII. NON-PUBLIC SCHOOL PARTICIPATION 9

IX. DISSEMINATION 10

X. COMMUNITY INVOLVEMENT 10

XI. PROGRAM EFFECTIVENESS 11

XII. SPECIAL AREAS 13

XIII. CONSTRUCTION - EQUIPMENT 13

XIV. SUPPORTIVE SERVICES 14

XV. PROGRAM INTEGRATION 14

XVI. STAFF UTILIZATION 14

XVII. NEW PROGRAMS 15

XVIII. PROGRAM CRITIQUE 17

APPENDIX:
Test results, survey forms, observations from teachers, aides and caseworkers.

INTRODUCTION

Programs funded under P.L. 89-750 of Title I, ESEA for children of migrant workers were located in five school systems in Alabama during the spring and summer months of 1969.

A majority of the migrant families come to Alabama from Florida and Texas where they have gathered citrus fruits. They are Mexican-Americans of Indian descent who speak Spanish. Since many of the younger children could speak only Spanish, teen-age Mexican girls, and in some cases, young expectant mothers who were not able to help gather crops were used as teacher aides and interpreters. Programs for these Mexican-Americans were conducted in four school systems: Baldwin, DeKalb, Jackson and St. Clair. In the first three named systems, the migrant families worked mainly in the potato fields. Many of the families were the same who came last year.

St. Clair County conducted its first migrant program this year. The families came primarily to gather tomato crops. Some of the families did not bring their children, since they were not aware that an educational program would be conducted. These parents were contacted and invited to the schools to see the type of programs being conducted. These parents say they will bring their children with them next season. The administrator of the program feels that having acquainted the parents with the program and becoming acquainted with the leaders of the work crews will cause the number of participants in the school program to be greatly increased.

Recruitment of the school age children of the Mexican-Americans was done through information furnished by the growers, by visits made by the program administrator in each area, and by the nurses and social workers. As the interest of the enrolled children grew, other school-aged children gained permission from their parents to attend classes. After becoming involved and more familiar with the program planned for their children, the parents were willing for those children who were working in the fields to spend some time in the school.

The teachers and administrators of the four programs were regular certified teachers. The auxiliary personnel included aides in the classroom, library, cafeteria, and in supplementary services; nurses, social workers, bus drivers, recreational leaders, and cafeteria workers. The major activities of the social workers and administrators of the programs were to visit the homes of the migrant children and serve the multiple purposes of informing the family regarding the school, to improve school-home communication, to increase or improve attendance, and to render any special health or other service which their particular compentencies permit. These services also support, home, school, and community health and recreational programs.

The migrant workers were in each area approximately six weeks. Since the period was expected to be short, the programs were planned and arrangements were made before the families arrived. They were then adjusted to meet the needs.

The Mexican-American families which were involved in the programs named above were easily identified because they arrived in groups from out-of-state and were under contract by growers. The migrants who live within Alabama and surrounding states and who move across district lines in pursuit of agricultural labor are not so easily identified. Through information obtained in a Title III Assessment of Needs, school administrators have become aware of the need for special programs for these children who change schools so often.

Pike County School System was able to identify, through the use of the attached questionnaire, enough children of migrant agricultural workers to begin a program in April which continued through the summer months. Two other systems are ready to submit proposals. Several other systems are conducting surveys.

ALABAMA ANNUAL EVALUATION REPORT
FOR
MIGRANT PROGRAMS
TITLE I, ESEA
FISCAL YEAR 1969

I. Innovative and/or Exemplary Projects

A. The projects designed for the migrant children are more experimental in nature due to the newness of the programs than innovative and/or exemplary. Following are some of the projects which were found to be more effective than others tried.

1. An exemplary project for a summer was "Shop" taught to fifth and sixth grade boys. Classes were non-graded. The objectives of the project were for enrichment, enjoyment, appreciation and to teach some of the basic skills of woodwork.

   Classes were smaller than the classes during the regular term. This provided an opportunity for the teacher to give more individual instruction. The teacher aide, having some expertise in machinery and tool operation, relieved the teacher of many non-instructional duties so that he could give more time to individual instruction.

   We feel that shop offered at the elementary level will develop skills that the migrant student can use and as a result, he will have a better self concept.

   This project was considered most successful and enjoyable to boys.

2. A successful and innovative project that met several of the objectives in one proposal was the non-graded approach to teaching English to high school students, using field trips to develop better backgrounds and experiences so necessary to appreciation and learning.

   This project was planned, developed, carried out and evaluated with

The students taking an active part.

Audio-visual equipment, teaching aids, consultants, parents, books, field trips and actual experiences of the children were all used to realize the objective of this project.

Principal, teacher, and pupil evaluations pointed out that students were more interested in English, more relaxed and fluent in the use of the English language when the program ended.

3. Four units of instruction formed the framework for the eight weeks program: (1) farm, (2) zoo, (3) community, and (4) transportation. Using the Farm Unit as an example, this is the way units were developed.

Oral discussion in the classroom about different types of farms (row crop, chicken, cattle, dairy, etc.) stimulated the children's interest. From the reading center in the classroom,children chose all the books pertaining to farms and farm animals and read these or listened to stories above their reading level. Methods of growing foods, nutritional value of foods, sanitation in food preparation, etc. were discussed. Flash cards, flannel board, bulletin board, films and film strips were valuable aids during this process. The students made a booklet about the farm coloring pictures, labeling animals and foods, and pasting in pictures cut from magazines. During a discussion of farming techniques prompted by magazine pictures of farming equipment, one child observed that jobs for migrant workers would not be available for many more years.

A field trip to nearby farms culminated the unit. Here they saw cows milked, giant milk coolers, and sanitation procedures. At a chicken farm the children held a week-old baby chicken and saw fryers almost ready for market. They touched the wool on sheep and lambs, watched a baby duckling crack the shell at birth, rode a pony and a tractor.

A follow-up in the classroom included oral sharing and writing personal observations.

The units on the zoo, community, and transportation were developed in like manner with field trips to the Jimmy Morgan Zoo in Birmingham, Alabama, to medical centers, meeting law enforcement officials, and a Greyhound Bus ride.

Teachers found that students' self-concept and attitude toward school were improved by use of cameras. Snap shots taken of the children in the classroom, at play, and on field trips were published in the local newspaper and displayed in the classroom. Movies of the children which were made during field trips and showed in the classroom were a delight to the children.

4. Other projects which were deemed successful were:
   a. Use of puppets in role-playing.
   b. A unit on nutrition to acquaint students with foods for proper diets. A vegetable parade was given.
   c. Units on health, citizenship, safety, community helpers, the working world, etc. were also used.

II. Children Served

A. The actual number of migrant children served was a little smaller than the anticipated overall number. Some reasons given were:

1. One program was new. Some parents left the younger children back home with grandparents because they had not been informed that a school program would be conducted.
2. Poor harvests were reported in areas in which the migrants had worked before arriving in Alabama; therefore, parents used children to work in the fields to make up lost income.
3. One system reported an increase in enrollment amounting to 24% over the anticipated number.

B. 671 children were actually served.

C. A copy of the instrument used to identify migrant children is attached.

III. Grade Placement

Methods used for placing children were:

A. Diognostic tests of Word Perception Skills.

B. Wide Range Achievement tests

C. Teacher opinion based on knowledge of the child from previous programs.

D. Age

IV. Teacher-Pupil Ratio

A. The average teacher-pupil ratio was 10 -1.

B. Curriculum changes were not necessary in those systems which conduct migrant programs only during the summer. These summer projects were especially designed to meet the special needs of the children.

In the system which began a program in April (during the regular term) the curriculum was not changed. It was impossible to employ qualified teachers at that time, so teacher aides were hired. The program was expanded to provide special tutoring for the children, special trips were planned for cultural enrichment; the libraries were kept open until ten o'clock at night for the use of the migrant families and parent meetings were held.

V. Inter-Relationship with the Regular Title I Program.

A. The migrant programs in Alabama are not operated by the state. The local systems plan, sponsor, and carry out the migrant programs. The State agency reviews the local program, makes recommendations, visits the programs while in progress, acts as a central clearing house for disseminating and collecting information, and is the liaison agency between the U. S. Office of Education and the local agencies concerned with Title I programs for migrant children.

Since four of the programs were held during the summer months, there was little coordination between the regular Title I program and the migrant programs. The regular summer programs are usually designed for remedial work, cultural enrichment and recreation. The migrant programs are designed to meet the special academic needs of the children and to provide the special enrichment needed. The physical education and recreational programs were coordinated when feasible. Equipment and supplies bought with P. L. 89-10 funds and migrant funds were used interchangably.

The program for Pike County which is conducted during regular terms will be conducted simultaneously with the regular Title I program during fiscal year 1970.

B. State Arrangements for In-service and Assignment of Personnel to Achieve

Coordination

Since the state does not directly implement the migrant program, it does not direct in-service of this type. Each local agency plans its own in-service program. Due to the newness of migrant programs in Alabama, in-service training has been especially designed for the teachers and aides who work with migrant children. Regular Title I teachers are invited to attend if they wish. Some of the programs are described in Part VII. State personnel act as consultants whenever requested.

VI. Coordination with Other Programs

A. Assistance for the migrant programs was available from ESEA Titles I, II, III,VI, NDEA Titles III & V, O.E.O. Headstart, County Health Departments, County Welfare Departments, Community Action Programs, Adult Education, Vocational Education, Federal Lunch Program, and State Employment Service.

Local assistance was given by church groups and civic clubs.

B. Efforts Made To Establish Coordination

Much coordination has been accomplished in some areas; little has been done in others. Coordination of programs funded with federal money is made difficult by the different funding dates and by the uncertainty of of the amount to be received. If the funding dates were the same and a notice of the amount to be allocated were sent, more comprehensive planning would be possible, more qualified personnel could be employed, and better use of facilities could be arranged.

If types of evaluation material expected in the U. S. Office for each of the programs could be ascertained before the programs are planned, more coordination could be built in during the planning period.

C. Services to Pre-school and Adult Migrants

Pre-school programs were conducted for the migrant children, but they were not planned with the Headstart program. Each group had access to the same playgrounds, lunchrooms, material centers, etc., but due to funds having to be kept separate and to be accounted for separately, there was not interchange or interaction of or among personnel.

Migrant adults were invited to take part in vocational classes and "shop" classes which were designed for teen-aged migrant children. Some of the men came to learn various "shop" skills at night. Many of the women came to sewing classes held at night. There were no Adult Basic Education Classes or NYC classes in the area where migrant programs were held. With the average length of the migrant stay being eight weeks and the time of arrival being somewhat uncertain, it would be difficult to work with ABE in planning classes.

D. Gaps in Services Provided

Opportunities for the summer migrants to be associated with the children who live in the area would be helpful to both groups. The migrant families were accepted in the communities more during the last program than the first. Yet there is little social interaction either during school hours or during the weekend. Service clubs and church groups are willing to provide for the physical needs of the migrants, but the association stops at that point. The school personnel who work with the migrant program do all they can to close the gap. As systems begin to have year-round programs for those who move around in the general area, it is hoped that migrants will be accepted more and more.

Other gaps will be indicated in Part XI - Program Effectiveness.

VII. In-service Training

A. A preschool teacher-training workshop was held in DeKalb County, June 13 - 19. Teachers, aides, superintendents, the program coordinator and other interested teachers and principals attended the workshop. It was directed by Dr. Gloria Mattera, Director, New York State Center for Migrant Studies. Helping were; Mr. Patrick Hogan, Bureau of Migrant Education, New York; Mrs. Barbara McCaffery who taught demonstration classes and held follow-up discussions; Mr. Hector Zamorano, Consultant from Texas; Mr. Frank Warriner, Director of Migrant Project SEL, Florida; Mr. William Conk, Director of Title I summer program, New York, Mr. Vidal Rivera, Chief, Migrant Section, U. S. Office of Education; Mr. Ed Spear and Mrs. Ann Harmon, Alabama State Department of Education.

The workshop was termed very helpful. The participants were most enthusiastic. They eagerly entered into planning a tour to New York to see migrant programs in action. Thirty-three people from the five systems went to New York to see the migrant program in action.

Preschool training of teachers and aides took place in each center. This training consisted of study of materials to be used, use of audio-visual and other equipment and in planning.

In-service training consisted of discussions of effectiveness of methods being used, exchange of ideas and of information concerning the the students. Other teachers were invited to take part in the discussions.

Post-service training consisted of evaluation of curriculum materials and equipment used and of the effectiveness of methods used. This led to pre-planning for the next migrant programs.

B. The Title I consultant, Mr. Ed Spear, who lends leadership to the systems conducting migrant programs has attended conferences in Texas, Florida and Washington D. C. He has returned with ideas and materials which have been shared with the coordinators of the programs. While attending the conferences, he also secured the services of consultants from New York, Texas, Florida, and Washington D. C. for participation in workshops in Alabama. The coordinators of the local programs have also attended training programs and conferences in Texas.

C. The instructional staff of each local received instruction in the use of materials brought from other states and the use of the materials. The teachers and aides received training in use of equipment from specialists supplied by the companies who sold the equipment and from specialists who work in the media centers in the state.

D. The curriculum materials from feeder states were used in the pre-service workshops. The consultants from New York brought several kinds of materials which they had found effective. The migrant programs in New York State have been in operation for a much longer period than those in Alabama. The materials they shared have been very helpful as guides for developing materials adapted to the particular needs in Alabama programs.

E. The state of Alabama did not participate in a teacher exchange program. The existing programs for migrant children have been too short of duration for exchange to be feasible. When year-round programs are implemented (one will be done in fiscal year 1970) the exchange of teachers will be considered. State certification requirements will complicate the exchange.

VIII. Non-Public School Participation

There are no non-public schools in the areas where migrant programs are conducted.

IX. Dissemination

A. Interstate dissemination

As materials are developed, they will be shared with other states. At this time our efforts have been toward obtaining materials from states which have more experience with migrant programs than we. Dissemination has been done through personal contact at regional meetings. A Title I film which contains scenes of different phases of migrant programs is available for lending. A copy of this report will be mailed to other states. The Uniform Migrant Student Transfer Form will be used. Several articles have appeared in the Southeast Laboratory (SEL) Report. A special report on the workshop held in DeKalb County was in the June issue.

B. Intrastate dissemination

The five systems which have migrant programs have worked very closely together in developing and exchanging materials. Each has had articles in local newspapers and in newspapers with statewide circulation. The Title I film which contains scenes from the migrant programs is being used by faculty groups, parent groups, civic clubs and other organizations. This film is also being used on statewide educational television. A video-tape of lectures, demonstration classes, etc. was made at the June Workshop in DeKalb. This has been exchanged and used in in-service programs.

X. Community Involvement

A., B., C. Migrant parents - Activities - Involvement

Parents were encouraged to visit the centers. The programs were explained and parents were invited to take part in any part of the programs. Their opinions and suggestions were sought. Parents were involved in planning and

and chaperoning cultural enrichment trips. A small number of mothers came in as volunteer aides. The number was small because the majority of them either worked in the fields or had small babies at home. Many of them took part in recreational activities offered at night and on the weekends. Fathers took part in vocational classes taught at night. Mothers took part in the child care, sewing and cooking classes offered.

The volunteer parent aides helped the teachers in planning their (the aides) duties. Parents also helped in the final planning of the programs.

D. Volunteer help consisted of some college students who were home for the summer, some committees from local religious groups and the services offered through welfare departments, health, departments and chambers of commerce. The college students were eager to learn something about the program and about the migrants. The religious and community groups offered help in food and clothing. The local business men were helpful in finding housing. The groups mentioned also served as chaperones when needed. Trained personnel from the health and welfare departments served as consultants at parent meetings and gave professional aid to the children when other services were not available. A medical team (registered nurse and medical doctor) came from Colorado and volunteered their services in DeKalb and Jackson Counties.

XI. Program Effectiveness

A. The programs have been of such short duration that proof of effectiveness has been difficult. Perhaps the increased number of migrants who come to Alabama is indication of some effectiveness. Some of the same children were here who were here in 68. Many of these said they were delighted to be back. The changed attitudes of the migrant parents toward the educational program was evident. The increased average daily attendance also indicates a change of attitude and is a symptom of program effectiveness. There has also been some change in the attitude of the community toward the migrants.

The recreational and cultural enrichment programs have been more successful than the academic programs in the four systems conducting short summer programs. As more material is developed and the teachers have had more experience working these bilingual students, the academic program will be strengthened. The program in Pike County which was begun at the end of this year will be a year-round program. The children speak the same language and have the same customs. The academic program here should become very effective because the teachers will not have to overcome the handicaps faced by the teachers in the other migrant programs.

No programs were considered ineffective.

B. Recommendations for Improvement

1. Teacher re-training
2. Teachers to become familiar with the culture of Mexican-Americans.
3. More integration of the migrant children and the local children.
4. Better housing and other facilities for the migrant families.
5. Better exchange of health and academic records. (This is anticipated with the use of the transfer form.)
6. Better communication among states, migrant program coordinators, growers and crew chiefs.
7. Earlier notification of funding.

XII. Special Areas

A. Programs conducted in the

1. Vocational Education Area.

No programs for migrants were conducted by the Vocational Education Department; however, classes in vocational training were conducted through the migrant program. Classes in shop and home economics were offered to fifth and sixth grade students in Pike County. Night classes in "shop" skills were offered to the boys and men. Classes in personal grooming, sewing, cooking and child care were conducted for the girls and mothers. Many parents took advantage of the classes.

2. Programs in the Handicapped Area.

A Special Education (EMR) class was available in Pike County. One child was found to be mute in DeKalb County. No medical treatment was indicated. There was no class for mutes in that area.

B. The programs conducted by the migrant unit were new.

C. They were not supplemental to existing programs.

XIII. Construction-Equipment

A. Construction

The only construction was for building shower facilities for the girls and boys in St. Clair County. This was the first program conducted in St. Clair. Facilities were poor for the migrant families. It would have been impossible to conduct a health program without the showers.

B. Equipment

Each system bought some equipment. The equipment lists were checked against Title I equipment lists before they were approved. The lists included equipment for physical education and recreational programs, tape recorders, record players, etc. which were needed to meet the objectives of the programs.

XIV. Supportive Services - Interstate Planning

There has been no interstate planning of supportive services except that done in preparation of the use of the Uniform Migrant Student Transfer Form. Records are kept of the services performed in Alabama and are sent to the receiving states.

XV. Program Integration

A. This was covered in one of the earlier parts of this evaluation report.

XVI. Staff Utilization

A. Aides

The "regular" aides were trained in the preservice and inservice programs along with the teachers. They were used for non-teaching duties in areas acceptable for aides. Other aides were young Mexican-American girls (as described in the introduction) who acted as interpreters and aided the students with tasks in which special understanding was needed.

B. Adults

The use of adults as staff members was for administrative purposes, teaching, lunch room workers, bus drivers, nurses, social workers.

C. Volunteers

Volunteers were used for aiding teachers, chaperoning field trips, serving as instructors in some special night classes and the recreational programs.

D. Professionals

Some of the adults listed in part B are professionals. Other professionals were used as consultants in workshops. Doctors and dentists were used when needed. These professionals were not staff members, but some were under contracts.

XVII. New Programs

A. The new programs were in St. Clair County and Pike County. The program in St. Clair County began June 23 and ended August 22, 1969. There were 29 boys and 21 girls involved. This number was not as large as anticipated. Some of the migrant parents had not received word that an educational program would be conducted, so they had left the children behind with grandparents. The migrant families were Mexican-Americans. They came to harvest tomato crops in the Chandler Mountain area. During the time they were in St. Clair, the large Tomato Packing House was opened. The students were taken to the dedication of the packing house and heard the governor of Alabama speak. He thanked the migrant families for making it possible for the tomato crops to be saved. This helped to improve self-concept of the migrants and the attitude of the community people toward the migrants.

The growers had not arranged for adequate housing facilities. Some of the inadequacy was overcome by the construction of shower facilities at the school. Parents were allowed to use the facilties. The housing problem will be resolved before next season.

The teachers, principals, and aides attended the workshop in DeKalb. Two of the staff members went on the tour of migrant programs in New York State. Pre-service and in-service training was done.

The planned program was redesigned to fit the needs of eleven preschool children, twenty-nine in grades one through six and ten in an ungraded situation.

Diagnostic tests of Word Perception Skills by Webster Publishing Company were used to determine grade placement. Large unit teaching was done. Physical Education and recreational programs were conducted. Cultural enrichment trips were conducted to a large zoo in nearby Birmingham, to waterfalls and caves in north Alabama, to business houses and to see community workers. The program was declared successful by staff members and migrant parents.

B. The program in Pike County was begun on April 23. It was impossible to employ qualified teachers at that time of year, so other methods were used to implement the program. These children who had been identified as coming from migrant families were already in the schools. For the remainder of the regular term, the children received special help through the following methods: teacher aides were added, cultural enrichment was provided through field trips, films, etc., the libraries were kept open until ten o'clock, and after-school tutoring was provided.

The summer program was very different. It was designed to meet special needs. The shop and home economics classes for fifth and sixth grade students were very good for these children who were on the way to becoming dropouts. The program was integrated with the regular summer school in areas other than the vocational classes.

The Pike County migrant program will be conducted year round in the 1970 year. Two other counties have submitted applications for programs. Other systems are conducting surveys to identify children of migratory agricultural workers. A copy of the form used by Pike County is attached.

XVIII. Program Critique

A. The migrant program in Alabama is three years old. The programs in DeKalb, Baldwin and Jackson were much improved over the first programs. We feel that we have gone far in meeting the academic, physical and health needs of the children. Administrators of those programs were very helpful to the administrators and other staff members of St. Clair and Pike in the initiation of their programs. We expect the programs to improve each year as expertise is gained. Other systems have become interested in migrant education. The public is now aware of the programs and attitudes toward the migrants are improving.

B. Recommendations for improvement are the same as those listed in Part XI.

MIGRANT EVALUATION INFORMATION

State Alabama

Number of Students 671 Boys 349 Girls 322

Approximate grade levels and number of pupils in each.

1. Preschool	192	7. Sixth	31
2. First	134	8. Seventh	27
3. Second	80	9. Eighth	25
4. Third	55	10. Ninth	5
5. Fourth	48	11. Senior High	
6. Fifth	64	12. Ungraded	10

Average daily attendance 519.78

Staff paid from Migrant Funds

Administration	7
Teaching staff	71
Teacher aides	63
Librarian	2
Social Worker	6
Interpreter	(aides) 8
Bus Driver	17
Lunchroom worker	13
Nurse	1
Other (specify)	
Custodians	6

MIGRANT PROGRAM
OBSERVATIONS AND EVALUATION

CURRICULUM

1. Units of study included: Animal Life, Animal Homes, Health, and Safety.
2. Since the average attendance was small, and due to the wide age-group span, the curriculum was not rigid.
3. The units were adapted to the needs of the pupils. For instance, the unit on safety could not deal with bicycles, roller skates, toys, etc., since the children had few of these. The study dealt with safety around farm equipment, camps, and potato sheds.
4. Emphasis was placed on the development of listening skills, and on word studies, verb usage, and phonics.

TEACHING TECHNIQUES

1. Pupils were encouraged to express themselves through group participation, story writing, etc.
2. The basic skills were correlated with the unit studies.
3. The pupils enjoyed work with puzzles, especially a puzzle-map of the U.S.
4. Map study was used to trace where the pupils had been, where they were going, and to discuss sights enroute.
5. Personal interviews were arranged with each pupil during the early days of school.

OBSERVATIONS

1. Although the total class enrollment was 47, the average attendance was only 22.
2. The pupils were from a wide range of grades (2 through 6).

3. Most of the pupils were skilled in number work, and did well in art.
4. All were below grade level in reading skills (probably due to the language barrier).
5. Most of the pupils spoke (but not correctly) and understood English. Two did not speak English at all: one had not been to school previously, and the other had completed the fifth grade in Matamoros. (On a simple spelling test athe pupil from Matamoros spelled all words correctly, but in Spanish).
6. Two pupils went to sleep in class almost everyday, probably due to crowded living conditions.
7. Library books were very important to the children. They voluntarily used spare time in reading them. The books they preferred were biographies of Abraham Lincoln and John F. Kennedy.

Gayle C. Griffin

PRE-SCHOOL IN BALDWIN (REPORTED BY A TEACHER)

OBJECTIVES:

That the children would:

- a. Come to feel easy and secure in a strange environment
- b. Begin to learn English words
- c. Enjoy the learning situation
- d. Become accustomed to routines
- e. Relate to people of different cultures
- f. Develop pride in self and race
- g. Be more prepared for an academic readiness program

I enrolled 32 children in the Pre School group. These youngsters felt strange and **far** away from "Mama" (This was the only word I could understand.) Some of them were reluctant to try anything. Their only response was to cling with all their might to their chairs and cry loudly. My first problem was to separate the little ones from their older sisters or brothers. Past experience had taught us to solve this problem in the beginning by trying to establish a feeling of "my place". There were some who refused to use the bathroom, enter the lunch room, eat, or drink water. Gradually I established routines and procedures that seemed to give the children a feeling of security and confidence. At the end of the first day I could see that they were beginning to feel "time" and "place".

Most of our first few days were used for What, When, Where, How, Who, i.e. "This is the time we play. We play with Mr. Patrick. We go outside. This is how we go." Always, for the various activities, I tried to establish patterns of procedure and vocabulary.

We practiced washing, going to the bathroom, removing plates from a table, etc. The children developed self-confidence and willingness because they understand what was expected of them. We had to show them because we had no way to tell them.

In these simple experiences I had many opportunities to use action words. Here, again, I tried to use the same word each time for an action.

One of my most successful teaching techniques was the use of antiphonal verse and song. One such was a little speech game. "Follow the leader with Words". Use a chant 1-2-3 count.

TEACHER: "Can you walk, walk, walk?" or jump, run, turn around, etc.)

CHILD or CHILDREN: "I (we) can walk, walk, walk." This is a very good circle game. For identifying and learning to say color names I used the same idea.

TEACHER: "Can you find red, red, red?"

CHILD: "I can find red, red, red." (Goes to color chart or objects and points to color.)

I used "Where is Thumbkin" in much the same way.

TEACHER: Sing "Where is Name of Child?"

CHILD: Sing "Here I am." or

TEACHER: "Where are the boys?"

CHILDREN: "Here we are"

For colors: Give children cards of various colors.

TEACHER: "Where is blue?"

CHILDREN: (Stand and show cards) "Here is blue"

The children enjoyed 16mm movies. Among those which they saw were: "Little Red Hen", "The Three Bears, "Red Ridinghood". I did follow up on these in language development, role playing, retelling with puppets, naming characters, naming body parts, colors and art projects. The use of slides was not successful even though the story was told to the children as the pictures were projected. Near the close of school the children were eager for an activity, using English words, willing to give me "repeating" responses.

Going to bathroom orderly and without accident, eating without making a mess on the table and the floor, carrying their plates from the table, playing together, taking direction and entering into group teaching situations.

My crowning moment was when the most timid child waved her hand and shouted with the others "me too, me too."

Mrs. Schlich

OBJECTIVES OF THE MUSIC PROGRAM:

1. Stimulate children's interest in music and to help them make discoveries about its basic concepts.
2. Develop listening skills
3. Develop a feeling for rhythm.
4. Develop the ability to read intervals and rhythmic notations.
5. To have good group participation.

Songs were chosen for qualities that stimulate children to participate in musical activities. Lively songs were brought in. I selected songs which coincided with units taught by each classroom teacher. Repetition of the songs was an essential part of the program. In order to develop a sense of rhythm the children clapped and marched to the beat of the music. To get the children to recognize and feel the beat, we chanted nursery rhymes and did such activities as "Here We Go Round the Mulberry Bush", "Looby Loo", and "Did You Ever See A Lassie." Rhythmic patterns were felt by my clapping the pattern of the rhymes or songs that the children had previously learned. They, in turn, guessed the name of the songs and rhymes. Rhythm instruments were played often as a means of developing the feeling for rhythm and developing the ability to read rhythmic notation. Experience charts were used for grades 1-5 in teaching interval reading and rhythmic notations.

The playing of melody bells was taught in grades 2-5. The children learned to sing the songs they played on the bells.

Movement played an important role in the children's understanding of music. Concepts of rhythm, melody, dynamics and tempo were formed by participating in music through movement of arms, feet, and body. With the pre-school class and first grade many rhythms were provided using separate fundamental movement: walking, running, jumping, hopping and skipping. The children participated most in lessons involving movement. Dramatization of ponies trotting, Indians dancing and frogs jumping was used quite often. Some of the basic dance steps were taught to grades 2-5. The Mexican folk dances were thoroughly enjoyed.

A very enriching experience for me was to attend the Migrant Workshop for five days in DeKalb County this summer. Three outstanding consultants conducted the workshop--Dr. Gloria Mattera, Mr. Patrick Hogan and Mrs. Barbara McCaffery. The importance of educating these children so that they can become good middle--class people impressed me.

Mrs. Brenda Hollis

ART PROGRAM EVALUATION:

In planning the art classes with the migrant children in our school, I tried tomake sure that their self-concept would improve by providing activities they would enjoy and be successful with. The two younger groups were the most difficult to plan for. I tried to teach them something about color, line and composition, but mainly to enjoy expressing themselves in creative work, at home as well as at school. I also tried to help them develop pride in themselves and in their race by asking them to help me with my Spanish as I helped them with their English. They liked this very much and helped me increase my Spanish vocabulary as I helped them with English.

When I could I coordinated art with what they were studying. I tried to provide as many different experiences as I could that would help them develop eye and hand coordination as well as appreciation of art. This was done by increasing their skills in coloring, painting, cutting, pasting, free-hand drawing, finger painting, paper sculpture, clay modeling and pastels.

Because we have enough easels for every child, tempera painting was very successful. We also did finger painting at the easels by mixing the colors before hand with water, and this worked out very well too, even with the Nursery group. Among our most successful projects for the two older groups were paper bag puppetts and paper sculpture. Among the younger groups, cutting and tearing paper and modeling with play dough seemed to be most successful. They also enjoyed making chains with colored paper strips.

I believe that in most cases our objectives were reached, for the children seemed to enjoy art and all participated. They were proud of what they did and always wanted to take their art work home. The weakest part of our program was with the Nursery and Kindergarten groups. I need to find more things to do on their level. Some of our colleges should be able to provide information on this that would be helpful.

In closing, I wish to pay special tribute to my aide, Deborah Mashburn who gave me invaluble help. Being young and talented, she had a wonderful fresh approach to everything, and together we experimented with every activity before using it in the classroom. No matter what I asked her to do, she did it willingly and cheerfully. She also contributed many good ideas of her own which made it a pleasure to work with her.

The classroom teachers and all other personnel also helped me by making suggestions and cooperating in every way. It has been a wonderful experience to work with these children.

Mrs. Mary Hirschfeldt

EVALUATION OF PHYSICAL EDUCATION
IN MIGRANT PROGRAM

During the six weeks that I have worked with the Migrant Program in physical education I have endeavored to plan and carry-out a program enabling the students to integrate their classwork with their playtime. This was planned around the following objectives:

1. to provide a program of physical activity to meet the needs of each individual child,
2. to provide a variety of group activities for the maximum interaction of the child to his peer group,
3. to provide a program for the refinement of gross motor and fine muscle coordination,
4. to introduce children of another culture to a wide variety of games and equipment,
5. to provide learning experiences in a relaxed and informal recreation program.

ACTIVITIES WITH PRE-KINDERGARTEN: A program of imitation and role-play was used to facilitate group interaction. Classroom activities which introduced these children to the basic colors, safety words and language development was carried over into playground activities through the following:

1. stop and go as it relates to red and green
2. role play of animal characters, trains, airplanes, cars, etc. with corresponding sounds

3. instructions through pantomine as an aid to word meaning
4. opportunities for each child to manipulate objects such as balls, bean bags, etc.

Activities which involved running, jumping, tumbling, hopping, skipping, etc. were used to refine coordination and muscle control.

KINDERGARTEN: Activities were planned which required some degree of skill sequence and carry-over from one activity to another. The following activities were modified and adapted to provide maximum opportunities for the individual to experience success:

1. jumping rope, tumbling, relays, etc.,
2. activities which gave each child an opportunity to be the central performer,
3. activities of a competitive nature to develop skills necessary for personal and social adequacy,
4. balls, bean bags and scoop ball for refining eye-hand coordination.

FIRST AND SECOND GRADE: The similarity of this group to the kindergarten group made it necessary to duplicate activities to provide opportunities for success. However, the following activities were added:

1. tether ball
2. modified softball
3. dodge ball
4. double jump rope

Activities were planned for a greater duration of time in relation to the chronological age of the child.

THIRD AND FOURTH GRADE: Due to the enthusiam and interest by this group, activities were planned in which they could experience the excitement of competitive play. In order to do this, the following activities were used:

1. softball, kickball, and tetherball
2. time sequence and competitive jump rope.

Through these activities they learned to interact as a group to achieve a common goal.

In evaluating the program in relation to my general objectives I feel that each child was given an opportunity to experience success in some phase of the program.

It was a rewarding and challenging experience for me as I had the opportunity to study and work with children of another culture.

The success of my phase of the program was due partially to the cooperation of teachers, teacher aides, principal and other personnel.

In summary, I can only say, "WHAT AN EXPERIENCE".

Grady S. Patrick

COMMENTS OF MIGRANT SCHOOL PERSONNEL

Registrar and Administrative Assistant--Mr. William R. Mikkelsen

We began school this year with over twice the enrollment of last year's program on the first day. Enrollment and attendance continued higher until the last few days of the session when many of the migrant workers moved out due to a shorter harvesting season than usual.

Less than half of the same children enrolled last year returned with their parents to work during the harvest. However, the returning workers known to us were very helpful in referring us to new camps.

More of the older children were enrolled this year than last-that is more in number and in percentage of total enrollment. This, perhaps, is a feather in our cap indicating that the parents see something of value in our school, thereby sending us some who would otherwise have been working in the fields. This may be due in part, to our encouragement to send older children to school on rainy days or days when they wouldn't be working in the fields. Visitations often led to regular attendance when the work with potatoes was over. The parents would then work in the corn harvest and the children would come to school.

As seen from my vantage point as administrative assistant and working in the recruitment program, registering the children and keeping records, I believe that we have come a long way toward fulfilling our objectives in the Migrant School Program.

PRINCIPAL'S EVALUATION REPORT 1969

Watching these children develop has been an amazing experience for me. It is hard to realize that many of them are the same young people who started here in the summer of 1968. Their entire behavior pattern has changed. They have changed from frightened creatures into outgoing, eager-to-learn people.

The attendance was better than last year. This fact can be attributed in part to the fact that the case workers had developed a good rapport with parents, and had learned where the camps were located.

The overall function of the school has been smoother than last year. The faculty has become more aware of the mores and folkways of the people with whom they are dealing.

There is a great need for a day nursing service for the migrant people here. Many of the girls who should be attending school are kept out to nurse smaller siblings while their mothers work in the fields.

The Language Master has been a tremendous asset in teaching these children the English language. We are fortunate to have a man on our faculty who is fluent in both Spanish and English. He has recorded many cards for use with the Language Master.

It is my opinion that the teachers and aides have done a superior job with these children in the short time which we have had them.

Mr. Thomas Underwood, Principal

HEALTH

This year, I came to work with the migrant school children with a better understanding of their health needs than I had last year. There is a need for financial aid in many cases, but I feel there is a greater need for health education. For example last year, we had numerous cases of impetigo in the migrant school. After taking the children to a local Doctor, securing medicine and going to the camps to instruct the parents how to use the medicine, I found that the parents did not realize that this disease could be cured. This year many of the children brought notes to school from their parents asking for the "Red Soap" (septisol) for their children's sores.

The over-all health of the Migrant children enrolled in school this year appears good. But since the parents often work long hours which begin at three or four o'clock in the morning, and do not get home until very late at night, the children often do not eat properly, or get adequate rest at night. Frequently, the migrant child will appear listless and sick, but after taking with him, I found that there was no one to prepare breakfast for him before he came to school and, also that he had not gotten to bed until very late the night before. The children at school are given a very early snack in the morning and a most adequate hot lunch.

This year I have visited all the migrant camps where there were illness to advise the mothers how to secure medical aid or assistance. The parents seem willing and want to take care of their family medical needs, but often lack the knowledge of what to do.

With the help of the other two registered nurses employed by the County Board of Education, all the children enrolled were screened for seeing, hearing, dental, height, weight and general physical appearence.

Number of student taken to doctor	9
Doctor bill	$40.00
Drug bill	$39.30
Dental Visits	5
Dentist Bill	$29.00
	$108.30 Total

In addition to the above a local doctor treated 15 children with conjunctivits and chicken pox at no cost to the school since some of these children were not enrolled in school and all were living in one camp. The medicine was purchased by the Friendship Center in Summerdale. (cost $22.20)

This organization helped financially with many emergency medical help for children not enrolled in school.

It is impossible to work with migrant school children without getting ~~accidentaly~~ involved with the health of the entire family. To illustrate, one family drove 25 miles to my home at ten o'clock at night to bring an epileptic child who was having seizures. Ethically and morally, I could not refuse to secure help for this child even though he was not enrolled in school. There are similar cases where outside help was secured for the migrant families in Baldwin County. Again, as last year it has been a rewarding six weeks to work with the migrant school program.

Earline B. Clark, R.N.

CASE WORKER REPORTS

This year the migrant workers were much more friendly, the parents of the students we had last year were happy to see us and anxious to send their children to school. They talked about their problems more freely as their trust in us increased.

We learned that they are very proud of their heritage and their language and, some are afraid of not being able to understand their children or grandchildren if the children learn English. We pointed out to them that they live in a world of English and they need it in order to survive.

The majority want their children to know English better because they realize how hard it is to get along without it.

We found that by talking to the fathers of our students we had better results in increasing the number of children in our older classes, usually the mothers can decide about the children under working age, but only the head of the house decides about those who work. We were able to convince them of the importance of education in their children's future, pointing out to them that working they would be earning a few dollars but learning English they would be securing a better future.

There are still many who should be in school but have the responsibilities of keeping house and taking care of small children.

The people who had children in our school last year are very pleased with the results.

"Mrs. Joe Perez said that it made the difference when her child started 1st. grade, he was sure of himself and understood his teacher and got along very well."

We heard many comments of this nature. So many of these children have stayed behind their grade level because they didn't understand anything when they start and they continue understanding so little all through school until they become frustrated and they are ashamed of reading or studying books that belong to lower grades.

We had announcements in spanish on two different radio stations and this made our school known all over the county. Many of the people in the camps were already looking for us when we visited them because they had heard our announcement.

We found it easier to find camps this year by asking the migrant workers if they knew of other camps and they generally would know of two or three and these in turn would send us to others. In this way we reached many of the people who were not in the regular camps where groups of families live and we were able to recruit more students more quickly.

The clothes we provided to the children were donated by people of several communities and when we needed extra help with clothes or medical supplies the Christian Friendship Center in Summerdale usually provided it. This helped our relations with the migrant families and increased the number of our students.

Every child we took to the doctor or dentist was trustful and behaved well. We would explain to them what we were going to do and we didn't have any trouble. The parents are most grateful for the medical help the children receive.

Through bulletins and talks with the teachers we have tried to promote better understanding of the migrant people so we will be able to meet their needs better. It is a rewarding experience to work in this school and to have fellow workers so willing to help.

My second year as case worker has proved very interesting. The people are much more receptive to the program.

This year we had a number that arrived early asking if the Migrant School program would be in operation this year.

The enrollment the first day was double that of last year. We were able to contact many more camps early because we knew their location. As we visited with the people, their trust in us grew. What we were offering their children is important to them.

The increase in the number of older children has been most gratifying. We know by this we are offering what they feel is beneficial or they would be in the field working.

In visiting the camps, we found a deaf mute child had returned this year. They felt he was too young and could not be understood so they did not send him. We approached them to send him this year. In school, we found he was able to adjust, learn quickly how to make sounds, and attempt to say a few words. On another visit with the parents, we encouraged them to place him in a school for the deaf so that he could have a chance to better his way of learning.

There was often the problem of enough and suitable clothes to attend school. Through the cooperation of individuals in the communities and the churches, we were able to get together clothes for them to help in this situation.

Problems yet to be solved are that of the older child having to stay at home to baby sit and of the school age child being left at an empty camp at the end of a school day.

When there is a solution to these, the enrollment will increase.

OBSERVATIONS FROM TEACHER AIDES

I have found working in the Migrant Program rewarding. The children were very receptive. It was a pleasure to work with them.

The Alabama Workshop on Migrant Education was interesting and of great help. It gives the workers a better understanding of the migrants. Also, it gives the workers ideas on how to best help these people considering the conditions under which they live. I value these experiences of the workshop and school since I plan to enter the educational field.

Working in this Migrant School is an opportunity which I wish everyone could have. It has been an awakening experience for me. When we first began working with these children, I "knew" all the answers. As school ends, I find that I am learning some of the questions, in other words, what it is all about.

As an assistant to Mrs. Hirschfeldt, the art teacher, it has been expecially interesting to watch the children's progression in their art work. When they first came here everything was new and different to them and their art showed it. It was reserved and inhibited. As they became acclimatized to us and to their surroundings their art became free and uninhibited. Watching them overcome their reservations has been a very rewarding experience.

This experience has been more of an enrichment for me than I can express. I was a little more prepared this year, because I know what to expect. A large number of students attended the school last year, and were very familiar. They interest me so much. A lot of them are from Weslaco, Texas, where I have Aunts and Uncles whom I visit every chance I get. I am studying Spanish and this has helped me, also.

I have really enjoyed working with Mrs. Griffin. She is a good teacher and I feel that the students learned much within the short time she had in which to teach them. Some of the main topics that we studied were: animals, health and safety. Of course, they also were taught reading, writing, and arithmetic. I have noticed one little boy who seems to be very smart. He makes very good grades and is a quick worker. With the proper education he could become almost anything. They are all so eager to learn.

I feel that this program is well worth while, and I am happy to have been a part of it.

PRELIMINARY MIGRANT CHILDREN SURVEY

1. School System____________________ 2. Date__________

3. Number of schools in your school system____________________

4. Total number of children currently enrolled in your school system__________

5. Total currently in grades 1-6_________; 7-9_________; 10-12__________

6. Major crop activities in your school system 1.__________ 2.__________; 3.__________; 4.__________; 5.__________

7. Months these crop activities might employ migrant workers__________

8. Related food processing firms, poultry processing firms, and other agricultural firms that might employ workers seasonally

____________________ ____________________
____________________ ____________________
____________________ ____________________

9. From your registers for the past year determine the number of students whose parents are involved in seasonal agricultural work.

School	O's	Ol's	Wl's	W6's	Te's	Tir's	Total School Enrollment During High Enrollment Month	Total School Enrollment During Low Enrollment Month

Form 1

School	O's	O1's	W1's	W6's	Te's	Tir's	Total school enrollment during high enrollment month	Total School enrollment during low enrollment mth

10 Comments:

Superintendent's Signature

Form 1

Interviewed Yes No
Date____________
By____________
Migrant Yes No

SEASONAL AGRICULTURAL CHILD SURVEY FORM

School____________
Date____________

A. Pupil Data

1. Pupil's name ____________ (Last) (First) (Middle) Date of Birth____________

2. Male________ Female________ Ethnic Background____________

3. Grade________ Section________ Teacher's name____________

4. Where do you live?____________

5. What is your telephone number?____________

6. Including this year, how long have you attended schools in this school system? (Check one)
________One year ________Two years ________Three years ________Four years
________Five years ________More

7. Name the schools you have attended other than schools in this system:

Name	City	County	State	Date

****

B. Family Data

1. Parent or guardian's name____________

2. What type of work does your father do now?____________

3. What type of work does your mother do now?____________

4. What type of work do the people do that you stay with? (If you are not living with your parents)____________

5. Has your parent or guardian been employed in seasonal agricultural or related food processing occupations at any time during the past five years? Yes________No____
(If yes, please specify which and put the date after your check mark)

Farm Laborer____________ Cannery____________
Crop Harvest____________ Egg____________
Poultry____________ Food Processing____________

Other (Please state)____________

6. Have you or your family moved across state, county, city, or school system boundaries at any time during the past five years to help with seasonal agricultural work? (This includes the summer time) Yes_______ No_________

7. If you did move to help with seasonal agricultural work, where were you before moving here?____

8. What work did your parents do before you moved here?__________________________

9. Where do you think you will go if you leave here?______________________________

10. What will your parents do for a living then?__________________________________

11. List the names and other information for other children who live in your home and are in school:

Name	Age	Male or Female	Grade	School	Teacher

12. List the names and ages of other children who live in your home but do not attend school:

Name	Age	Name	Age

****

(TO BE FILLED OUT BY THE SCHOOL)

1. What are the greatest needs of the child?____

2. How were these needs determined?
Tests (State type)____
What were the scores in each area?____
Report Cards____
School Record Card____________________
Counselor's opinion____________________
Principal's opinion____________________
Teacher's opinion____________________
Other (State)________________________

3. Remarks

*Evening sessions will be in the Materials Center in Fort Payne. Day-time sessions will be in the Junior High School, Hanager.

SCHEDULE FOR ALABAMA WORKSHOP ON MIGRANT EDUCATION
FORT PAYNE, ALABAMAM JUNE 9-13

Directed by: Dr. Gloria Mattera, Director, New York State Center for Migrant Studies, State University College, Geneseo, New York

* Time	Monday	Tuesday	Wednesday	Thursday	Friday
9:00- 10:15	Welcome: Mr. Byron Lang Title I Coordinator, Fort Payne, Alabama Workshop Overview: Dr. Gloria Mattera	Groups: Cultural Enrichment: Mr. Hogan Skills, Language Development: Mrs. McCaffery	"Working with and Understanding the Spanish-Speaking Child" Mr. Hector Zambrano, Consultant, Texas Education Agency	"Involving Parents" Mr. Frank Warriner, Director, Migrant Project, South East Laboratory, Florida	"Movement Education" Mr. William Conk, Director Title I Summer Program Williamville, New York
10:30-	Migrant Education in Alabama" Mr. Ed Spear, S.E.D., Ala.	Demonstration: Self-Concept and Language Development"	Demonstration: "The Field Trip" (Cultural Enrichment)	Demonstration: "Health and Nutrition"	Demonstration: "Skills Improvement"
11:30- 1 PM	L	U	N	C	H
1:00- 1:30	Welcome: Mr. Leon Roberts Supt., De Kalb County Board of Education	Demonstration Follow-up: Mrs. Barbara McCaffery	Demonstration Follow-up: Mrs. Barbara McCaffery	Demonstration Follow-up: Mrs. Barbar McCaffery	"Migrant Education in the United States" Mr. Vidal Rivera, Chief, Migrant Section, United States Office of Education
1:30- 3 PM	"Objectives of Migrant Education" Dr. Gloria Mattera	ROTATE GROUPS	1:30-2:30 "The Dialectical Problems of Migrant Children Mrs. Herschell Crye	"Health Needs of Migrant Children" Dr. Ruth Peet, Health Department, Flatrock	
3:15- 4:30	"The Core Curriculm" Mr. Patrick Hogan, Bureau of Migrant ED., S. E. D., New York	ROTATE GROUPS	Field Trip: Farm & Migrant Housing, Mr. Herschell Cyre, Grower	Employing Migrants" Mr. William Beene, Manager Employment Security Office, Fort Payne	FINAL EVALUATION AND FOLLOW-UP SUGGESTIONS
4:45- 6:00	D I N	N E R	PICNIC	D I N	N E R
8:00- 9:30	Films: "Portrait of a Disadvantaged Child" "A Desk for Billie" Discussion	Discussion: Mr. Hershell Cyre, Grower Films: "By Their Fruits" "What Harvest for the Reaper"	Mr. Hector Zamorano and his guitar presenting songs Films: "Organizing Free Play" "Learning through the Arts"	Discussion: Mr. and Mrs Gonzales, Agricultural Workers	

NOTE: Films and Display Items are available for free time preview and perusal in the Materials Center

ANNUAL EVALUATION REPORT
TITLE I PROGRAMS
FISCAL YEAR 1969

Title I of Public Law 89-10

The Elementary and Secondary Education Act of 1965

STATE OF ALABAMA
DEPARTMENT OF EDUCATION
MONTGOMERY, ALABAMA 36104

Ernest Stone
State Superintendent of Education

STATE OF ALABAMA

Governor . . . . Albert P. Brewer

State Superintendent of Education . . . . Ernest Stone

State Board of Education

Dr. James D. Nettles
Ed Dannelly
Mrs. Carl Strang
Fred L. Merrill
Rev. Harold C. Martin
S. M. Beck
Victor Poole
W. C. Davis
Cecil Word

Division of Administration and Finance

W. H. Kimbrough, Director
J. H. Boockholdt, Assistant Director

Title I Staff

W. E. Mellown, Jr.	Coordinator
E. A. Spear	Assistant Coordinator
C. M. Youngblood	Consultant, P. L. 89-313
G. W. Hause	Consultant
J. L. Kelly	Consultant
Ann Harmon	Evaluation Consultant

Evaluation Report for Fiscal Year 1969

This report is based on the list of questions supplied by the U. S. Office of Education.

STATE TITLE I, ESEA EVALUATION

QUESTIONS FOR FY 1969

I. Provide the following basic State statistics:

A. Total number of operating LEA's in the state	118
B. Number of LEA's participating in Title I	117
1. During regular school term	117
2. During summer term only	None
3. During both regular and summer	101
C. Number of Title I programs	117
D. Number of Title I participants	664,271
1. Public schools	652,290
2. Private	6,418
3. Not enrolled	
(Library Services, Recreational, Dropout Programs	5,563
E. Number of institutions participating	5
Number of children in institutions	1,979

II. During FY 1969, indicate the number of SEA Title I staff visits to LEA's participating in Title I. By objective of visit (planning, program development, program operation, evaluation, etc.), specify the purposes of these visits and their effect on the development, operation, and evaluation of local projects. Indicate proportion of visits, by type.

Each of the 117 LEA's was visited by at least one of the SEA Title I staff members for the purpose of making an administrative review. Forty-six of the systems were reviewed twice. These reviews were to check the program while in operation to see if the LEA's were doing what they had written into their applications. Follow-up letters were written reporting the findings, pointing out any variations being made and making suggestions.

The SEA does not take part in the actual program planning and development except when asked. Training in writing project proposals was given at area conferences and at a three-day state-wide summer conference.

The LEA coordinators made many visits to the SEA office. They felt free to call or come in any time they had questions or needed help.

Records were kept by the SEA Title I staff members, including the accountant and the statistician. The combined numbers are large because four people may have seen the same person. A LEA coordinator usually saw the consultant assigned to his system, the evaluation consultant, the bookkeeper, statistician, etc. on one trip. Each staff member used the following form on which totals of sheets for 6 staff members are combined.

TITLE I ESEA

INVOLVEMENT OF STAFF MEMBERS IN CONFERENCES AND FIELD SERVICES FY 69

1. Office conferences with educators	960
Office conferences with others	347
Telephone conferences with LEA's	1,572
2. Participation in Educational Conferences	
Local	80
Statewide	6
Regional	56
National	20
Other educational conferences attended	3
Regular staff meetings	60
Planning meetings for conferences	18
3. Field Services	
Days spent in the field	360
Visits to schools	236
Meetings with administrators	160
Meetings with school staff groups	100
Meetings with lay groups	28
Meetings with college or university groups	60

III. Describe any changes your agency has made in the last three years in its procedures and the effect of such changes to:

A. improve the quality of Title I projects
B. insure proper participation of nonpublic school children
C. modify local projects in the light of State and local evaluation.

A. The quality of Title I projects improved as the LEA staff members became more capable of planning and administering the programs. The greatest difficulty has been in helping the LEA's adjust programs at the last minute due to the closing of schools by court orders. The amount spent on equipment was reduced while the amount spent on personnel increased. More questions were asked about whether proposed programs, such as guidance and driver education, were supplanting rather than supplementing or were also being funded through another source. LEA's were urged to plan more for the elementary level than for secondary level, to phase out as many remedial projects as possible and to begin preventive measures.

B. The SEA felt no need to modify its criteria for program approval providing for children enrolled in non-public schools. Only 44 non-public schools have been eligible for services. These were mainly parochial schools which are discussed in Part V. Other non-public schools were organized to take the children out of integrated schools. They were not in compliance with the Civil Rights Act and had no wish for any federal aid.

The coordinator of governmental programs named by the superintendent of the Catholic schools attended the Title I workshops and met with public school coordinators to help plan programs. He furnished information needed for determining eligibility of the parochial schools and provided lists of needs of the schools. He and the LEA staff members enjoy a good relationship. Children from non-public schools were urged to take part in the summer programs. A sample report from one system follows.

BIRMINGHAM PUBLIC SCHOOLS

Early in the 1968-69 academic year, private and parochial schools in Birmingham were notified by letter of the rights and privileges under ESEA, Title I of qualifying schools. As a follow-up of this letter, the Superintendent of Schools for the Mobile-Birmingham Catholic Diocese made a survey of the economic level of pupils attending parochial schools and found that two of the existing schools would qualify for services under Title I. Plans were then made for these two schools to be included in the Elementary Counseling and Reading programs for the 1969-70 academic year. Father Houck and Mr. Charles Pafenbach, representing the parochial schools of Birmingham, felt that the students in the parochial schools would probably need and make more extensive use of the summer program than the programs offered during the school year. In the middle of May, notices describing the summer program were sent to the parochial schools for distribution to all students enrolled. Of the 15,286 pupils enrolled in 14 different programs 1,259 or approximately 9% came from parochial schools. No private schools in this area were in compliance with the Civil Rights Act.

SUPERINTENDENT OF SCHOOLS
DIOCESE OF MOBILE-BIRMINGHAM
550 DAUPHIN STREET
POST OFFICE DRAWER 129
MOBILE, ALABAMA

December 9, 1968

Mr. Joseph Gann, Coordinator
Special Programs
Birmingham City School
P. O. Drawer 114
Birmingham, Alabama 35202

Dear Mr. Gann:

I appreciate receiving the information from you concerning the procedure to follow in order to determine if any of our schools would qualify for assistance for their pupils under the Title I of ESEA program.

In accordance with the directives all our schools in Birmingham ran a survey to determine the total income of parents of the students. There are two schools, Our Lady of Fatima and Holy Family Elementary, which qualify under the existing criteria to apply for funds from the Title I project. As Superintendent of Schools for the Diocese of Mobile-Birmingham I wish to make formal application for these two schools to receive funds from the Title I project. Attached are copies of the survey made by these two schools.

There is a great need in these two schools for the children to receive additional and special help in reading and English. If help is not available in these two areas, we can certainly work in another field.

Thank you for your help in this matter. If there is something else which we need to do to facilitate this program, please advise.

Sincerely yours,

J Edwin Stuardi

Rt. Rev. J. Edwin Stuardi
Superintendent of Schools

JES:ly
CC:Rt. Rev. William R. Houck
Mr. Charles H. Pafenbach

C. The LEA projects were affected by evaluation requirements. They had to state specifically how each program would be evaluated. This caused them to cut down on the number of projects to be implemented. The LEA's which did not have trained personnel for grading and interpreting tests have written into their budgets a sum for evaluation. The SEA evaluation consultant assisted in 12 LEA workshops. She shared copies of checklists and other evaluation materials with the LEA's at area meetings. The SEA provided a format for evaluation reporting. Evaluation was discussed at five area meetings and one state-wide meeting conducted by the State.

IV. Effect upon Education Achievement

A. What effect, if any, has Title I had upon the educational achievement of educationally deprived children including those children enrolled in nonpublic schools in your State? On the basis of objective Statewide evidence - not testimonials or examples but hard data --describe the impact on reading achievement levels of educationally deprived pupils, including nonpublic school pupils. With standardized achievement test results, compare the achievement of participants in Title I projects to that of all pupils of the same grade level in the State using current national and statewide norms and specify the norms used. All evidence should be based on the educational performance of a significant number of Title I participants in your State. Indicate the number of Title I participants for which data are presented.

B. What are common characteristics of those Title I projects in your State that are most effective in improving educational achievement?

C. What evidence, if any, have you found in your State that the effectiveness of Title I projects is related to cost?

A. Objective data

Test results from standardized tests are on pages 31 - 36. These results were given because there were more of them. The LEA's chose the reading programs they wished to use and the tests they used. Many used tests that came with the reading materials. Therefore, a variety of tests were used. The teachers wrote many glowing reports of progress and human interest stories. They were enthusiastic and pleased with the progress made even though standardized test results do not show much. The lack of progress shown was often due to the facts that many of the pupils had no test experience and had not been trained to follow directions, some of the teachers had no experience in administering standardized tests, and the tests were not designed for deprived children.

Very few experiments with control groups were done. A majority of the school administrators do not approve the use of control groups and make no provisions for follow-up studies.

B. The most effective programs were in intensive reading programs which were aided through teacher-training; use of aides and more and better supplies and equipment; the supplying of food and health services; and the cultural enrichment programs. The effects were cumulative rather than separable.

C. Earlier effectiveness was directly related to cost due to the need for supplies, equipment and facilities. The need for those things has leveled off, but the need for trained personnel, or the training of personnel has increased. Therefore, the effectiveness of the programs was still related to cost.

V. What effect, if any, has the Title I program had on the administrative structure and educational practices of your State Education Agency, Local Education Agencies, and nonpublic schools:

Title I has had a definite effect on the SEA, LEA's, and nonpublic schools in areas not covered in Part III above. The SEA, through necessity, became more involved than ever before in working with the local systems. The SEA was more aware of the problems of assessing needs and in staffing and administering programs which beset the LEA's. Through visiting and helping, workshops and conferences, the SEA became more conscious of the needs and problems and of the part it must play.

The LEA's were more conscious of the need for long-range planning. There was more sharing of experiences and problems as mutual involvement grew. Practices used in special Title I programs have spilled over into the regular program. The involvement of parents has also grown. Reports of parent and community involvement are attached.

The SEA and LEA's had more communication with the nonpublic schools which saw an advantage in becoming a part of the total school program.

The school program in Alabama has been upgraded by having the use of Title I funds to meet needs in instruction, services, and training, and by having specific procedures to follow in planning and administering programs.

VI. Additional Efforts to Help the Disadvantaged

A. If State funds have been used to augment Title I programs, describe the number of projects, objectives of the programs, rationale for increased funding with State money, and the amount and proportion of total program funds provided by the State for the 1968-69 school year. Indicate the number of projects, number of participants, objectives of the programs, and the level of funding for the 1968-69 school year. Provide data separately for all compensatory education programs, if any, supported entirely by State funds which were operated specifically for the educationally deprived.

The funds appropriated by the State for the programs described below are supplementary to other funds which may be federal or local.

1. Free Textbooks - To guarantee that all children had access to needed books the state appropriated $2,078,500 for textbooks.
2. Exceptional Children - The State paid for 544 classroom teachers

and for transportation to centers. The classes were for mentally retarded, physically handicapped, speech disorders, emotionally disturbed, asphasoid, hard-of-hearing, home bound, socially maladjusted, and trainable. In addition to paying the teachers as regular teacher units and supplying transportation for those able to ride a regular school bus, appropriations were as follows:

Educable - $3,291,862.84	Trainable - $ 318,690.00

These classes were held within the buildings where other classes were held, when feasible. Teachers were required to hold a major in special education as specified by the State Department of Education (Certification). Each child had a complete physical and mental evaluation. The teacher-pupil ratio was held very low, and teaching was on an individual basis.

3. Three Industrial Schools - Appropriation $1,210,544 - for delinquent and neglected children. These schools provided academic instruction and industrial training. Living quarters, food, and clothing were provided. Residents worked on projects which trained the students for future jobs and brought some income to the school. Psychologists and counselors worked with the residents for a change in attitude and up-grading of self-image. Teaching techniques were those needed as indicated by test results. Teaching was individualized as much as possible.

4. Partlow State School - For retarded children. The State appropriation was $193,582.00. This school is adjacent to the campus of a State mental institution which receives a fairly large appropriation. Many of the services available in the mental institution were also available

to Partlow through the use of stategrown food supply, use of medical doctors, psychologists, chaplains, art and craft teachers, and facilitites for these activities. Many private organizations make regular contributions to the school.

Techniques used were those used for special classes for mentally retarded children. The children live there the year round, so much training is given in group living. The atmosphere is excellent, but the facilities are very overcrowded. The pupils appear very happy. They look forward to training in the crafts shop, singing in the chapel, picnics, etc. Student teachers from the nearby University of Alabama who are majoring in guidance and counseling, special education, speech therapy, music, art, etc. spend many hours with the children.

5. Alabama Institute for the Deaf and Blind received a State appropriation of $1,601,147. A State-owned farm supplements the income by supplying fresh vegetable, poultry, pork, and beef for the students, all of which live on the campus. There is also a meat processing plant. This institution also gains some income from the sale of art and craft objects made by the students and sold by members of service clubs and religious and professional groups. These groups also make contributions to the school as part of their service projects.

   Techniques used are those which are most suited to the particular handicap.

State Department of Education
Division of Administration and Finance

May 15, 1969

ALABAMA SPECIAL EDUCATIONAL TRUST FUND APPROPRIATIONS FOR 1968-69, 1969-70, AND 1970-71

	1968-69	1969-70		1970-71	
	Absolute & Conditional Appropriations	Absolute Appropriation	Conditional Appropriation	Absolute Appropriation	Conditional Appropriation
Alabama A. & M. College 1/	$ 2,008,113.00	$ 2,339,452.00	$ --	$ 2,417,325.00	$ 137,357.00
Alabama State College 1/	2,029,185.00	2,364,000.00	--	2,442,690.00	138,798.00
Auburn University	15,080,750.00	18,161,077.00	500,000.00	18,756,879.00	1,565,827.00
Auburn University -- Montgomery	--	1,000,000.00	--	1,135,480.00	64,520.00
Florence State University	95,500.00	1,970,964.00	121,200.00	2,039,071.00	223,273.00
Jacksonville State University	95,500.00	3,123,569.00	192,100.00	3,227,734.00	357,631.00
Jacksonville State University Nursing School 1/	250,000.00	250,000.00	--	250,000.00	--
Livingston State University 1/	338,500.00 2/	1,071,934.00	65,900.00	1,111,474.00	118,913.00
Troy State University	88,500.00	1,964,051.00	120,800.00	2,031,461.00	222,971.00
Troy State University School of Nursing	--	--	200,000.00	--	200,000.00
Teacher Training Equalization Fund	6,181,802.00	-- 3/	--	-- 3/	--
University of Alabama	19,645,296.00	24,293,857.00	1,306,000.00	25,191,882.00	2,294,173.00
University of Montevallo (Alabama College)	1,567,006.00	1,825,562.00	200,000.00	1,886,329.00	157,185.00
University of South Alabama	3,133,155.00	3,650,125.00	300,000.00	3,771,625.00	516,311.00
Adult Basic Education (Removal of Illiteracy)	100,000.00	116,500.00	--	120,378.00	6,840.00
Civil Defense Survival Plan	9,037.50	10,528.00	--	10,879.00	618.00
Civilian Rehabilitation	1,335,636.00 4/	1,987,726.00	--	2,010,032.00	113,645.00
Coordination of In-School T.V. Program	23,397.00	50,000.00	--	49,677.00	2,823.00
Free Textbooks	2,078,500.00 5/	1,756,452.00	--	1,764,508.00	127,537.00
Minimum Program	172,690,214.00	201,230,264.00	--	207,899,362.00	11,813,221.00
Minimum Program-- Trainable Exceptional Children	318,690.00	371,274.00	--	383,632.00	21,799.00
National Defense Education	127,250.00	140,246.00	--	153,181.00	8,704.00
Physical Restoration of Crippled Children	1,092,361.00	1,372,600.00	--	1,409,504.00	80,095.00
Plans and Surveys	29,605.00	34,690.00	--	35,638.00	2,025.00
State Department of Education	653,257.20	761,044.00	--	786,377.00	44,683.00
State Tenure Commission	2,000.00	2,000.00	--	2,000.00	--
Vocational Education	8,383,171.00	10,766,394.00	--	11,037,719.00	627,183.00
Alabama Boys Industrial School	442,389.46	515,384.00	--	532,539.00	30,260.00
Alabama Education Study Commission	32,972.83	155,000.00	--	155,000.00	--
Alabama Education T.V. Commission	664,806.64	1,052,250.00	--	1,068,919.00	61,738.00
Alabama Education T.V. Commission - Montgomery	66,738.73	--	--	--	--
Alabama Industrial School -- Mt. Meigs	334,686.78	389,909.00	--	402,888.00	22,893.00
Alabama Institute for Deaf and Blind	1,601,147.00	1,609,281.00	--	1,666,376.00	90,959.00
Alabama Institute for Deaf and Blind--Trade School	100,000.00	372,555.00	--	384,956.00	21,874.00
Ala. Scholarships for Dependents of Blind Parents	5,000.00	5,250.00	--	5,250.00	--
Alabama State Hospitals for Schools	25,000.00	29,125.00	--	27,559.00	1,566.00
American Legion Auxiliary	3,000.00	3,000.00	--	3,000.00	--
Anniston Memorial Hosp.--Nurses Training	60,000.00	--	--	--	--
Capital Outlay: A. & M. College	360,000.00	--	750,000.00	--	--
Alabama State College	--	--	--	--	750,000.00
Ala. Trade Sch. & Jr. Col. Auth.	--	1,000,000.00	2,000,000.00	--	3,000,000.00
All School Boards of Education 6/	--	--	$11,900,000.00	--	--
Elba City Board of Education	--	--	160,000.00	--	--
Etowah County Board of Education	--	--	400,000.00	--	--
Fayette County Board of Education	--	--	400,000.00	--	--
Franklin County Board of Education	--	--	145,000.00	--	--
Geneva County Board of Education	--	--	150,000.00	--	--
Jacksonville State Univ. Nursing Sch.	200,000.00	--	--	--	--
Livingston State Univ. Hospital	--	--	250,000.00	--	--
Morgan County Board of Education	--	--	--	--	200,000.00
Wilcox County Board of Education	--	--	180,000.00	--	180,000.00
Commission on Higher Education	--	90,000.00	--	90,000.00	--
Debt Service (Estimated)	1,250,875.78	1,276,013.75	--	1,273,120.00	--
Dental Scholarships	83,000.00	83,000.00	--	83,000.00	--
Driver Education	--	--	300,000.00	--	300,000.00
Elementary Teachers Scholarship Fund	25,000.00	25,000.00	--	25,000.00	--
Employees Insurance (Estimated)	40,000.00	50,000.00	--	50,000.00	--
J. F. Ingram State Voc. Tech. Sch. - Draper Prison	126,250.00	147,081.00	--	151,976.00	8,636.00
Junior College Equalization Account	6,767,403.00	9,360,724.00	--	9,541,732.00	542,179.00
Manpower Development Training Act	100,000.00	100,000.00	--	100,000.00	--
Marion Institute - Private	75,000.00	75,000.00	--	75,000.00	--
Medical Scholarships	135,000.00	135,000.00	--	135,000.00	--
Mobile Gen. Hosp. Medical & Nursing Education	370,000.00	370,000.00	200,000.00	370,000.00	200,000.00
Partlow State School	193,582.00	225,523.00	--	233,030.00	13,241.00
Regional Education	--	220,000.00	--	100,000.00	--
Social Security (Estimated)	12,900,000.00	13,643,000.00	--	14,604,165.00	829,835.00
Southern Ind. Inst. (Lyman Ward) - Private	42,617.00	42,617.00	--	42,617.00	--
State Training School for Girls	266,328.60	311,973.00	--	321,526.00	16,849.00
Sylacauga Nurses Training School	40,000.00	40,000.00	--	40,000.00	--
Teachers Retirement System (Estimated)	19,751,237.00	24,926,500.00	--	25,546,448.00	1,384,052.00
Teachers Special Pension Fund	--	1,453,500.00	--	1,091,480.00	62,020.00
Trade School Equalization Account	6,910,325.06	9,050,529.00	--	9,264,739.00	526,439.00
Tuskegee Institute - Private	670,000.00	670,000.00	--	670,000.00	--
Veterans Education Benefits (Estimated)	400,000.00	400,000.00	--	400,000.00	--
Walker County Junior College - Private	64,460.00	75,000.00	--	75,000.00	--
TOTAL	$291,091,063.00	$360,324,325.75	$ 19,841,000.00	$358,235,237.00	$ 27,088,673.00

$188,642,916.70
64.01%

$218,607,518.00
62.36%

$225,642,967.00
62.99%

$12,640,173.00
67.41%

1/ See Capital Outlay.
2/ Includes $250,000 appropriated by Legislature during 1969 Special Session.
3/ See appropriations for State universities.
4/ Includes $50,000 appropriated by Legislature during 1969 Special Session.
5/ Includes $1,000,000 appropriated by Legislature during 1969 Special Session.
6/ $100,000 each -- Guntersville will become a city school system in 1969-70.

State Department of Education
Division of Administration and Finance

October 10, 1969

SPECIAL EDUCATION, 1968-69

$ 318,690.00	Total Trainable Cost
3,291,862.84	Total Educable Cost
$3,610,552.84	Grand Total, 1968-69

$ 571.15	Trainable Transportation
31,889.00	Educable Transportation
$ 32,460.15	Total Transportation

Educable

Type	No. of Pupils	No. of Classes	Percentage	Total Cost	Cost Per Pupil
MR	5,284	432	79.41%	($25,323.05) $2,588,745.23	$494.71
PH	430	47	8.64	($6,565.95) 281,661.74	670.30
ST	3,096	55	10.11	329,583.35	106.45
ED	40	4	.74	24,123.81	603.10
SM	10	1	.18	5,867.95	* 586.80
LD	75	5	.92	29,991.76	399.89
Total	8,935	544	100.00	$3,259,973.84	x x x
			Transportation	31,889.00	
				$3,291,862.84	$368.00 per Educable pupil

Trainable

$$\frac{\$318,690}{695} = \$458.55 \text{ per pupil}$$

Grand Total

$$\frac{\$3,610,552.84}{8935+695=9360} = \$374.93 \text{ per pupil}$$

$$\frac{\$2,588,745.23 + 318,690 + 25,323.05}{5284 + 695} = \frac{\$2,932,758.28}{5,979.00} = \$490.51 \text{ per MR pupil}$$

NOTE:

$$\left.\begin{array}{l} \$31,889 \times .7941 = \$25,323.05 \\ \$31,889 \times .2059 = \quad 6,565.95 \end{array}\right\} \$31,889$$

State Department of Education
Division of Administration and Finance

October 10, 1969

1968-69 Final Calculation - Educable Exceptional Education

Rank of Certificate	Teacher Units	Salary Allotment	Allocation
I	156.00	$6,288	$ 980,928.00
II	318.69	5,421	1,727,618.49
III	29.00	4,379	126,991.00
IV	17.00	3,692	62,764.00
V	14.00	3,178	44,492.00
Total	534.69	x x x	$ 2,942,793.49

Principals' Supplement (476.00 Teacher Units x $72)	34,272.00
Total Salaries	$ 2,977,065.49
Transportation	31,889.00
Capital Outlay (476.00 Teacher Units x $68.437527)	32,576.26
Other Current Expense (476.00 Teacher Units x $525.9077626)	250,332.09
Total Costs	$ 3,291,862.84

Homebound, Hospital, and Clinic Units*:

	Rank I	Rank II	Rank III	Rank IV	Rank V	Total
Counties	4.50	19.25	1.00	.00	1.00	25.75
Cities	13.00	19.94	.00	.00	.00	32.94
Total	17.50	39.19	1.00	.00	1.00	58.69

---

* Principals' Supplement, Capital Outlay, and Other Current Expense not allowed for 58.69 Homebound, Hospital, and Clinic units.

State Department of Education
Division of Administration & Finance

July 3, 1969

CALCULATION OF TRAINABLE PROGRAM, 1968-69

A. Funds Available

Regular Appropriation	$ 307,850.00
Conditional Appropriation	10,840.00
Total	$ 318,690.00

B. Trainable Program Allocation

Administration Expenses	$ 34,140.00
Salaries of Teachers	283,978.55
Transportation	571.15
Total	$ 318,690.00

C. Calculation of Teachers' Salaries

Rank of Certificate	Number of Units	Salary Allotment	Total Allotment (if paid)	Amount Paid by Systems	Full Allocation	Prorated Allocation
I	10	$6,288	$ 62,880	$ 64,082.15	$ 61,778.00	$ 58,807.16
II	38	5,421	205,998	206,023.51	201,188.01	191,513.07
III	2	4,379	8,758	8,758.00	8,758.00	8,336.84
IV	3	3,692	11,076	10,868.00	10,743.00	10,226.38
V	5	3,178	15,890	16,531.00	15,858.00	15,095.40
Total	58	x x x	$304,602	$306,262.66	$298,325.01	$283,978.85

D. Contract-Approved Teacher Units for Trainable Classes

	Rank I	Rank II	Rank III	Rank IV	Rank V	Total
Counties	5	27	0	1	0	33
Cities	5	11	2	2	5	25
Total	10	38	2	3	5	58

B. Provide descriptions of outstanding examples of the coordination of Title I activities with those of other federally funded programs. Identify the other programs and agencies involved.

1. Community Action Agencies -- There are 28 CAA's in Alabama. Thirteen of these agencies serve two or more school districts. These agencies have been very helpful in locating deprived children and assessing needs through surveys. They have helped with parental involvement by acquainting them with services which are available through CAA and Title I and by offering services such as counseling, recreation, and night classes to parents. CAA has supplemented Title I by aiding in preschool services. A CAA program in training practical nurses made use of Title I equipment and supplies.

2. Title II has been the program most coordinated with Title I. Library books and audiovisual materials have been used by Title I participants. Librarians and aides employed under Title I maintain and distribute these materials. Special emphasis is placed on reading and related activities in Title I programs. This effort is enhanced by Title II.

3. Title III E.S.E.A. -- Thirty-six Title III programs were in operation. Those which were most coordinated with Title I were the media centers which served several surrounding areas. Materials and services were invaluable to Title I programs. Title III teacher-training centers and workshops were used by Title I personnel. Cultural arts projects were used by Title I cultural enrichment programs.

4. Title III N.D.E.A. -- Materials bought through this program were used to great advantage by Title I participants.

5. Title IV -- No Title IV projects were operated through the State. Several LEA's had projects which were conducted through a regional manager who works out from the Atlanta office. Those LEA's used Title IV funds for extended school days, tutorial programs, hiring and training personnel, and trips for teachers to view and study innovative methods being used in other areas.

6. Title V -- E.S.E.A. -- Coordination of Title V and Title I within the SEA has effected peripheral benefits to the LEA's. Title I funds were used in conjunction with Title I funds in a study of the organization of the SEA; in providing consultative and technical assistance in academic areas and in special education; in providing leadership and consultative services to schools trying to meet accreditation standards: in collecting and storing information through the use of data processing; through providing services that assist in developing, improving, and expanding activities of the school lunch and transportation programs and of the graphic arts section; and in initiating and implementing an in-service program for all SEA personnel. All of these activities had a positive effect on the LEA's through supplying leadership and services which affected all programs being conducted by them.

   Ten percent of the Title V money was distributed to local school systems on the basis of need for planning and/or implementing programs for the development, improvement, or expansion of activities at the local, county, or regional level. All systems were eligible to submit applications for the Flow Through funds. Nine LEA's applied for the funds. The titles of the projects which follow indicate how the funds were used in programs designed to meet identified needs and that these programs were adaptable to those provided with Title I funds:

Developing Competencies of Professional And Lay Leadership Serving the Cullman City and Adjoining Systems.

The Curriculum Lab as a Basis for the Preparation of Curriculum Guides.

Use of Audio-Visual Aids Technical and Educational Aspects Workshop.

Data Processing Instructional Project - (A pilot program to determine the feasibility of continuing a data processing class).

Team Teaching Grades 6-7-8.

Development of New Teaching Strategies - A Cooperative Approach.

Differential Learning - An Enquiry Approach (To Improve Science Education in the High School of Phenix City).

Cooperative Study by Ten School Systems in Southeast Alabama of the Organizational Structure, Administration and Supervisory Functions Designed to Improve the Effectiveness of the School Program.

7. Title V - A & B, N.D.E.A. -- Title V staff members have aided with Title I evaluations and other testing programs. Title V trained counselors have been paid from Title I funds.

8. N.Y.C. -- Title I coordinators worked closely with the N.Y.C. in cooperative plans for supply work training and night classes. In some LEA's where trainees worked as library trainees and reading center assistants, the "graduates" of this program are now employed as Title I aides and plan to return as students.

VII. Evaluate the success of Title I in bringing compensatory education to children enrolled in nonpublic schools. Include in your evaluation such factors as the number of projects, the quality of projects, the time of the day and/or year when projects are offered, the adaptions to meet the specific educational needs of educationally deprived children in nonpublic schools, changes in legal interpretations, and joint planning with nonpublic school officials.

There are few nonpublic schools in Alabama which are listed as eligible for Title I funds. These are found in urban areas. Only 15 out of 117 LEA's have non-public schools which are eligible for Title I services. The private schools are made up of students who are financially able to pay for all educational expenses. They refuse to participate in any way. The parochial schools and other nonpublic schools which were eligible to participate in Title I funds did so. There were no special projects written for nonpublic schools. One project was written for each educational agency (county or city system). This project covered all eligible children irregardless of the type of school.

All summer school programs were open to all children who wished to participate. The parents of those children whom the teachers felt really needed to be in summer school were especially urged to send their children.

The programs which were most adapted to the needs of deprived children were the reading, food, health (medical and dental), and cultural enrichment programs. The use of supplies and equipment also helped.

The best example of joint planning was that with the superintendent of the Catholic schools as reported in question 3. Dual enrollment was offered in two urban systems so students from nonpublic schools might take courses offered in public schools which were not offered in nonpublic schools.

During the regular term 6,418 children in 44 nonpublic schools participated in Title I programs. There were 60 participants in pre-school; 4,171 in in elementary grades and 2,187 in secondary grades from the non-public schools. In the five institutions which participated (delinquent, retarded, blind), there were 1,716 children.

VIII. How many LEA's conducted coordinated teacher-teacher aide training programs for education aides and the professional staff members they assist? What was the total number of participants in each project? Describe the general patterns of activities and provide specific examples of outstanding joint training programs.

The use of Teacher-aides increased in Alabama schools. In FY 69 aides were used in 95 LEA's which is 81%. The number of aides used in the regular term was 1872. Seven hundred eighty-five were used in summer programs. These totals do not include nurses' aides. All of those systems using aides held special workshops for the aides and the teachers with whom the aides would work. All systems using aides required the aides to attend in-service sessions during the year and all special workshops. The in-service sessions included special programs dealing with such topics as early childhood education, new school developments, curriculum planning, educational development classes, etc. There were also departmentalized sessions in which teachers and aides worked together (physical education teachers and the aides who would work with them, librarians and aides who would work with them, etc.).

A brochure, "Guidelines on the Employment of Teacher-Aides in Alabama Public Schools," was used by LEA's who used aides. The Title I Coordinator and superintendents held meetings with principals regarding the duties and use of aides in schools. The proper use of the aides was checked carefully by the consultants making administrative reviews of the Title I programs. A form for reporting workshops and in-service programs was included in the evaluation guide which reminded the LEA's of the Title I amendment concerning the training of aides. A sample copy of the in-service report form, a sample workshop program and reports on the use of aides follow on pages 23 - 28.

IX. Describe the nature and extent of community and parent involvement in Title I programs in your State. Include outstanding examples of parent and the community involvement in Title I projects.

The responsibility of placing parents of deprived children on LEA advisory and planning committees was placed on the LEA's by the requirement from the U. S. Office of Education. The SEA insisted that this be done, and also urged the LEA's to write into the project application plans for involving the parents and community in school activities. Although there were some doubts on the part of the LEAs about the advisability of involving uneducated parents and of having success in getting the parent involved, a very good beginning was made this year. At State area meetings the LEA's were encouraged to exchange ideas of successful involvement and of the attempts which failed. This was considered very helpful. Reports of involvement are included. A contact person is named on each report.

SYSTEM HALE COUNTY

IN-SERVICE TRAINING AND/OR WORKSHOP REPORT

Type; In-Service or Special Workshop	Group Involved Ex.: Math teachers Librarians, Teacher Aides	Number of Partici-pants	Length of Time Hours	Days	Total	Consultant or Leader	Cost
Reading 1-3	Lower Elementary Teachers Teacher Aides	20 15	5 5	5 2	25 10	Dr. Joe Gutkosk	$1500.00
Reading 4-6	Upper Elementary Teachers Teacher Aides	21 10	5 5	5 2	25 10	Mrs. Ann Lamkin	1500.00
Reading 7-12	English Teachers Librarians Teacher & Library Aides	10 7 10	5 5 5	5 5 2	25 25 10	Mrs. Majorie White	1500.00
Math 1-6 .	Elementary Teachers Teacher Aides	21 10	5 5	5 2	25 10	Miss Venia Chamblee	1500.00
Math 7-12	Math Teachers Teacher Aides	14 5	5 5	5 2	25 10	Dr. Larry Miller	1500.00
Physical Education 1-12	Elem. & H.S. P.E. Teachers Teacher Aides	16 10	5 5	5 2	25 10	Miss Mabel Robinson Mr. Ghary Acker	00
Reading (In-Service)	Elementary Teachers (Reading) Teacher Aides	8	3	2	6	Mrs. Madie Pool	00

Number of stipends given 6 Amount $ 2009.94

Number of meetings involving parents 10

Education Aides Amendment to Title I: ---- "in the case of projects involving the use of education aides, the LEA sets forth well-developed plans providing for coordinated programs of training in which education aides and the professional staff whom they are assisting will participate together".
(If 9 teachers and 4 aides are in a workshop, list it in that way, rather than as 13 participants).

Monday, August 4, 1969

8:00 - 8:10	Devotional - Announcements - Introduction of Guests
8:10 - 9:00	"Prospectus of Teacher Aide Training Program"- Dr Harold Collins
9:00 - 9:30	"The Future of the Teacher Aide" - Dr. John Shelton
9:30 - 10:30	Break
10:30 - 11:30	"Education Professions Development Act and the Teacher Aide Training Program"- Dr. John Hill
11:30 - 12:00	"Title I Objectives and the Teacher Aide"- Mrs, Manell Langford
12:00 - 12:30	"The Principal and the Teacher Aide"- Mr. M. E. Graham
12:30 - 1:00	"Objectives of the Teacher Aide Training Program" - Mr B. C. Botts

Tuesday, August 5, 1969

8:00 - 8:10	Good Morning! Announcements - Introduction of Guests
8:10 - 9:00	"Varied Opportunities of Service for the Teacher Aide" - Dr. Braxton Nail
9:00 - 10:30	Break into groups: Group A - Art Work Group B - The Reading Program Group C - Working with Music
10:30 - 11:00	Break
11:00 - 12:00	Rotate Groups
12:00 - 1:00	Rotate Groups

Thrusday, August 7, 1969

8:00 - 8:10	Good Morning! - Announcements - Introduction of Guests

8:10 - 8:40	"Audio Visuals" - Mr. Edward K. Wood
8:40 - 9:30	"Educational Television" - Mr. Horace McWhorter
9:30 - 10:00	Break
10:00 - 10:30	"Health and Physical Education" - Mr. Kenneth Blankenship
10:30 - 11:00	"The Classroom Teacher and the Teacher Aide" - Mrs. Ruth Collins
11:00 - 11:30	"Self Evaluation" - Mrs. Ann Harmon
11:30 - 12:00	"Guidance in the Local Educational Agency Mrs. Virginia Greer
12:00 - 12:30	"Use and Maintenance of Equipment" - Mr. Don Walker
12:30 - 1:00	"Transportation of Children in the Public School" - Mr. Herman Youngblood

Friday, August 8, 1969

8:00 - 8:10	Good Morning! Announcements - Introduction of Guests
8:10 - 8:40	"The Troy City System and Special Education" - Mr. Joe Dotson
8:40 - 9:30	"Special Education in Alabama"- Mrs. Anne Ramsey
9:30 - 10:00	Break
10:00 - 10:30	"School Food Service" - Mrs. Ruth Lee
10:30 - 11:00	"Our Plans for the Use of Aides in the Troy City System" - Mr. Henry Greer
11:00 - 11:30	"Physical Education and the Teacher Aide" - Mr. Bob Boothe
11:30 - 12:00	"My Experience as a Teacher Aide" - Mrs. Louise Matthews
12:00 - 12:45	"The Instructional Program and the Teacher Aide"- Mr. Fletcher Jones
12:45 - 1:00	Summary of Past Week - Prospectus for the next week

Monday, August 11, 1969

8:00 - 8:10	Good Morning! Announcements - (Question Box, etc.)
8:10 - 9:30	Films: "Feltboard in Teaching" "Bulletin Boards" - Staff Discussion: Ways you can assist with different type boards, etc.
9:30 - 10:00	Break
10:00 - 1:00	Film, "Tape Recording for Instruction" Discuss - (groups) learn techniques, tape recorder - Staff

Tuesday, August 12, 1969

8:00 - 8:10	Announcements
8:10 - 9:00	"The Role of the Aide in Working with the First and Second Grade Teachers" - Mrs. Lucile Jiles
9:00 - 9:30	Film, "Using the 16MM Film" - Staff
9:30 - 10:00	Break
10:00 - 1:00	Discuss film -break into groups - operation techniques of 16MM projector - Staff

Wednesday, August 13, 1969

8:00 - 8:10	Announcements
8:10 - 9:30	Ethics "Aide's Responsibility to System, School, and Teacher" - Staff
9:30 - 10:00	Break
10:00 - 11:30	Film - "Make A Mighty Reach" Discussion - Staff
11:30 - 12:30	"Library, the - A Place for Discovery" "Let's Make Puppets" Discuss - Demonstrate - Staff
12:30 - 1:00	Discussion - Staff

Thursday, August 14, 1969

8:00 - 8:10	Announcements
8:10 - 9:30	Library Skills an Aide Might Find Valuable - Mrs. Eloise Kirk
9:30 - 10:00	Break
10:00 - 1:00	"Techniques of Using Overhead Projector" - a. Transparencies - b. Stencils - c. Change Bulbs - Staff

Friday, August 15, 1969

8:00 - 8:10	Announcements
8:10 - 9:30	Techniques of Storytelling and Reading to children Age K through 12- (Techniques and available sources for above) - Mrs. Eloise Kirk
9:30 - 10:00	Break
10:00 - 12:00	Film, "Children Learn from Filmstrips" Filmstrip Machine - Techniques - (Groups) - Staff
12:00 - 1:00	Evaluate and Next Week's Plans - Staff (Suggestion Box)

Monday, August 18, 1969

8:00 - 8:10	Announcements
8:10 - 9:00	Film, "Creating Instructional Materials" - Staff
9:00 - 9:30	Mounting Pictures
9:30 - 10:00	Break
10:00 - 1:00	a. Mounting Pictures (dry, etc.) - b. Lifting Pictures - c. Lamination - Staff

Tuesday, August 19, 1969

8:00 - 8:10	Announcements
8:10 - 9:00	Clerical - Betty Jean Bryan Aide, Pike County High School
9:00 - 9:30	Stencils for offset press - Staff
9:30 - 10:00	Break
10:00 - 1:00	Lunch Reports, Class Record Book, Monthly Report, Inventories, etc. - Mrs. Ruth Lee and Staff

Wednesday, August 20, 1969

8:00 - 8:10	Announcements
8:10 - 9:30	"Techniques for Making Requisition, Using Bid Catalog" - Mr. Don Walker
9:30 - 10:00	Break
10:00 - 12:00	Techniques for using sound filmstrip machine, copying machine, camera, Headsets, reading machine, record players, mitro reader - Staff
12:00 - 1:00	"Question and Answers" Film - Staff

Thursday, August 21, 1969

8:00 - 8:10	Announcements
8:10 - 1:00	This day will be spent in an inservice meeting with faculty and staff of the Banks Model School, Banks Junior High School, Banks, Alabama

Friday, August 22, 1969

8:00 - 8:10	Announcements
8:10 - 9:30	Self-Evaluation - Group and Staff
9:30 - 10:00	Break
10:00 - 12:00	Planning for involvement in 1969-70 school year with individual schools
12:00 - 1:00	Certification Awards

WORKSHOPS FUNDED BY TITLE I - PUBLIC LAW 89-10--1968-69

TITLE	DATE	LOCATION	CONTACT PERSON	NUMBER ATTENDING
Elementary Science and Math	June 17-18	Mobile	Miss Erline Curlee	300
	June 25-26	Jacksonville	Miss Erline Curlee	
Speech Education Workshop	April 15-17	Birmingham	Mrs. Dorothy Schwartz	115
	April 7-9	Jacksonville	Mrs. Dorothy Schwartz	123
Reading	June 9-10	Montgomery	Mrs. Nelle Hause	339
	June 12-13	Mobile	Mrs. Nelle Hause	189
	June 23-24	Birmingham	Mrs. Nelle Hause	247
	June 26-27	Huntsville	Mrs. Nelle Hause	225
Art	June 23-24	Huntsville	Miss Sarah Johnson	37
	June 26-27	Mobile	Miss Sarah Johnson	18
New Principals	August 3-9	Univ. of So. Ala.	Mr. Allen Knox	59
Health Education	June 9-27	Univ. of Ala.	Mrs. Jimmie Goodman	62
Art	May 3	Jacksonville	Mrs. Jessie Jones	27
Foreign Language	June 24-26	Selma	Miss Joanna Breedlove	85
Music	May 2-3	Decatur	Mr. Marshall Spann	86
Math	June 11-13	Montgomery	Mr. Lloyd Crook	102
Counselor	June 26-27	Univ. of Ala.	Mr. Clifton Nash	159
Social Studies	June 17-19	Univ. of So. Ala.	Mr. Russell Berry	83
ETV - AV	June 12-13	Univ. of So. Ala.	Dr. Edwin Williams	39

TITLE	DATE	LOCATION	CONTACT PERSON	NUMBER ATTENDING
Industrial Arts	June 5-6 August 19-20	Ala. A & M College Univ. of So. Ala.	Mr. Delbert Kennedy Mr. Delbert Kennedy	28 21
School Lunch Personnel	June 2-6 June 9-13 June 16-20 June 23-27	Florence Mobile Huntsville Tuscaloosa	Miss Melissa Emory Miss Melissa Emory Miss Melissa Emory Miss Melissa Emory	1187
Elementary Physical Education	July 21 to August 1	Athens	Mr. Ghary Akers	83
Traffic Safety and Driver Education	June 16-27 July 14-25	Ala. A & M College	Mr. J. H. Boockholdt	171
	June 9-20 July 28-Aug. 8	Ala. State (Montg.)	Mr. J. H. Boockholdt	
	July 14-25 August 4-15	Univ. of So. Ala.	Mr. J. H. Boockholdt	
	June 30-July 11 July 28-Aug. 8	Univ. of Ala.(B'ham)	Mr. J. H. Boockholdt	
	June 16-27 July 7-18	Univ. of Montevallo	Mr. J. H. Boockholdt	
Title I and III Summer Conference	June 17, 18, 19	Montgomery	W. E. Mellown, Jr.	450
Institutions for Delinquent	May 19	Birmingham	Mr. John Carr	57

STANDARDIZED TEST RESULTS, TITLE I (ESEA) 69-70

SYSTEM Statewide

TITLE I SCHOOLS

NAME OF TEST: California Achievement Test 19 63 Edition 1963 National Norms

	Grade	Section of Test	Month and Year Tested	Form	Number of Students	Mean Score Grade Placement	Number of Students			
							25th %ile	50th %ile	75th %ile	99th %ile
Pre	1	Total Reading	11-68	W	1,881	1.3	880	398	268	335
Post	1		5-69	X	3,094	1.7	1,116	813	444	721
Pre	2	Total Reading	10-68	W	8,033	1.9	2,999	1,821	1,504	1,709
Post	2		5-69	X	5,242	2.6	1,860	1,070	1,068	1,244
Pre	3	Total Reading	10-68	W	8,202	2.8	2,687	2,090	1,618	1,807
Post	3		5-69	X	5,997	3.5	1,804	1,332	1,215	1,646
Pre	4	Total Reading	9-68	W	19,087	3.8	6,495	5,905	3,106	3,581
Post	4		5-69	X	10,017	4.4	3,366	2,617	2,007	2,027
Pre	5	Total Reading	9-68	W	10,630	4.6	4,046	2,710	1,945	1,929
Post	5		5-69	X	8,297	5.1	2,989	2,039	1,677	1,592
Pre	6	Total Reading	10-68	W	19,161	5.2	7,875	4,741	3,160	3,385
Post	6		5-69	Y	11,035	5.7	4,236	2,869	1,963	1,967

Students: Rural______ Urban______ Mixed______ *

*See listing on back of this page

Grade	Pre-Test	Post-Test
1	R - 450 U - 1,145 M - 286	R - 1,704 U - 814 M - 576
LEA's	R - 1 M - 2 U - 2	R - 6 U - 2 M - 5
2	R - 3,679 U - 1,977 M - 2,377	R - 2,529 U - 1,535 M - 1,178
LEA's	R - 11 U - 6 M - 7	R - 11 U - 7 M - 5
3	R - 3,822 U - 1,796 M - 2,584	R - 3,470 U - 1,222 M - 1,305
LEA's	R - 21 U - 6 M - 9	R - 18 U - 6 M - 7
4	R - 7,914 U - 1,720 M - 9,453	R - 4,530 U - 1,393 M - 4,094
LEA's	R - 25 U - 19 M - 7	R - 19 U - 8 M - 13
5	R - 4,747 U - 1,863 M - 4,020	R - 4,234 U - 1,484 M - 2,579
LEA's	R - 22 U - 7 M - 15	R - 21 U - 8 M - 12
6	R - 7,975 U - 1,961 M - 9,225	R - 5,384 U - 1,534 M - 4,117
LEA's	R - 25 U - 8 M - 19	R - 21 U - 9 M - 12

STANDARDIZED TEST RESULTS, TITLE I (ESEA) 69-70

SYSTEM Statewide

TITLE I SCHOOLS

NAME OF TEST: California Achievement Test 19 63 Edition 19 63 National Norms

	Grade	Section of Test	Month and Year Tested	Form	Number of Students	Mean Score Grade Placement	Number of Students			
							25th %ile	50th %ile	75th %ile	99th %ile
Pre	7	Total Reading	9-68	W	10,203	6.2	3,959	2,724	1,824	1,696
Post	7		5-69	Y	10,332	6.9	3,702	2,614	1,917	2,099
Pre	8	Total Reading	9-68	Y	26,982	7.0	12,123	5,770	4,801	4,288
Post	8		5-69	W	11,881	7.4	4,634	2,456	2,323	2,468
Pre	9	Total Reading	9-68	W	6,964	8.0	2,765	1,711	1,335	1,153
Post	9		5-69	Y	5,805	8.2	2,189	1,313	1,277	1,026
Pre	10	Total Reading	9-68	W	6,554	9.0	2,207	1,908	1,347	1,092
Post	10		5-69	X	5,394	9.4	1,886	1,409	1,200	899
Pre	11	Total Reading	9-68	X	20,282	9.9	8,645	4,750	3,762	3,125
Post	11		5-69	W	4,754	10.0	1,775	1,117	1,064	798
Pre	12	Total Reading								
Post	12									

Students: Rural________ Urban________ Mixed________*

*See listing on back of this page.

Grade	Pre-Test	Post-Test
7	R - 4,017 U - 2,240 M - 3,946	R - 4,012 U - 1,477 M - 4,843
LEA's	R - 20 U - 6 M - 13	R - 19 U - 4 M - 13
8	R - 11,391 U - 7,928 M - 7,663	R - 4,611 U - 2,098 M - 5,172
LEA's	R - 31 U - 10 M - 23	R - 19 U - 7 M - 11
9	R - 3,543 U - 905 M - 2,516	R - 2,575 U - 1,358 M - 1,872
LEA's	R - 14 U - 2 M - 10	R - 13 U - 4 M - 9
10	R - 2,268 U - 2,207 M - 2,079	R - 2,861 U - 1,411 M - 1,122
LEA's	R - 13 U - 4 M - 7	R - 15 U - 3 M - 6
11	R - 8,218 U - 6,765 M - 5,299	R - 2,331 U - 1,238 M - 1,185
LEA's	R - 27 U - 9 M - 19	R - 13 U - 5 M - 7

STANDARDIZED TEST RESULTS, TITLE I (ESEA) 69-70

SYSTEM Statewide

TITLE I SCHOOLS

NAME OF TEST: California Achievement Test 1963 Edition 1963 National Norms

	Grade	Section of Test	Month and Year Tested	Form	Number of Students	Mean Score Grade Placement	Number of Students			
							25th %ile	50th %ile	75th %ile	99th %ile
Pre	1	Total Arithmetic	11-68	W	1,863	1.4	775	468	258	362
Post	1		4-69	X	2,487	1.7	856	576	408	647
Pre	2	Total Arithmetic	9-68	W	7,240	1.8	2,165	1,968	1,432	1,675
Post	2		4-69	X	4,554	2.5	1,258	1,193	840	1,263
Pre	3	Total Arithmetic	10-68	W	6,023	3.0	1,697	1,396	1,222	1,708
Post	3		4-69	X	5,065	3.8	1,111	889	1,066	1,999
Pre	4	Total Arithmetic	10-68	W	16,413	4.2	4,168	4,776	3,196	4,273
Post	4		4-69	X	7,021	4.8	1,757	1,698	1,569	1,997
Pre	5	Total Arithmetic	10-68	W	7,235	5.1	2,318	1,659	1,427	1,831
Post	5		4-69	X	5,347	5.5	1,760	1,132	1,007	1,448
Pre	6	Total Arithmetic	10-68	W	15,991	5.7	6,603	3,831	2,897	2,660
Post	6		4	Y	8,896	6.0	3,690	1,865	1,671	1,670

Students: Rural________ Urban________ Mixed________ *

*See back of this page

Grade	Pre-Test	Post-Test
1	R - 451 U - 1,151 M - 261	R - 1,456 U - 512 M - 519
LEA's	R - 1 U - 2 M - 1	R - 5 U - 2 M - 2
2	R - 3,072 U - 1,533 M - 2,635	R - 2,467 U - 857 M - 1,230
LEA's	R - 7 U - 3 M - 7	R - 9 U - 2 M - 5
3	R - 2,450 U - 1,507 M - 2,066	R - 2,800 U - 792 M - 1,473
LEA's	R - 9 U - 3 M - 6	R - 9 U - 2 M - 6
4	R - 6,690 U - 1,529 M - 8,194	R - 2,537 U - 1,210 M - 3,274
LEA's	R - 13 U - 5 M - 13	R - 8 U - 6 M - 8
5	R - 2,986 U - 1,496 M - 2,753	R - 2,732 U - 961 M - 1,654
LEA's	R - 11 U - 4 M - 9	R - 12 U - 4 M - 7
6	R - 6,627 U - 1,563 M - 7,801	R - 3,454 U - 998 M - 4,444
LEA's	R - 15 U - 4 M - 13	R - 12 U - 4 M - 9

STANDARDIZED TEST RESULTS, TITLE I (ESEA) 69-70

SYSTEM Statewide

TITLE I SCHOOLS

NAME OF TEST: California Achievement Test 19 63 Edition 1963 National Norms

	Grade	Section of Test	Month and Year Tested	Form	Number of Students	Mean Score Grade Placement	Number of Students			
							25th %ile	50th %ile	75th %ile	99th %ile
Pre	7	Total Arithmetic	9-68	X	6,901	6.7	3,049	1,664	1,064	1,124
Post	7		4-69	Y	5,884	7.2	2,551	1,531	945	857
Pre	8	Total Arithmetic	9-68	Y	24,809	7.4	12,971	4,963	3,824	3,051
Post	8		4-69	X	8,403	7.6	4,139	1,681	1,342	1,241
Pre	9	Total Arithmetic	9-68	X	3,814	8.0	1,867	874	597	476
Post	9		4-69	Y	2,956	8.1	1,252	626	586	492
Pre	10	Total Arithmetic	9-68	X	4,292	8.7	1,998	902	726	666
Post	10		4-69	Y	2,411	8.6	1,066	520	416	409
Pre	11	Total Arithmetic	9-68	X	18,585	9.1	9,003	3,520	3,157	2,905
Post	11		4-69	Y	2,656	9.2	1,136	525	513	482
Pre	12	Total Arithmetic								
Post	12									

Students: Rural________ Urban________ Mixed________ *

*See listing on back of this page

Grade	Pre-Test	Post-Test
7	R - 1,805 U - 846 M - 4,250	R - 1,568 U - 223 M - 4,093
LEA's	R - 6 U - 2 M - 12	R - 6 U - 1 M - 7
8	R - 9,601 U - 7,653 M - 7,555	R - 2,421 U - 866 M - 5,116
LEA's	R - 22 U - 6 M - 21	R - 8 U - 3 M - 7
9	R - 1,060 U - 592 M - 2,162	R - 1,146 U - 0 M - 1,810
LEA's	R - 4 U - 1 M - 7	R - 4 U - 0 M - 7
10	R - 1,954 U - 0 M - 2,338	R - 1,468 U - 0 M - 943
LEA's	R - 7 U - 0 M - 8	R - 6 U - 0 M - 5
11	R - 7,162 U - 6,491 M - 4,932	R - 1,283 U - 187 M - 1,186
LEA's	R - 21 U - 8 M - 18	R - 6 U - 2 M - 6

STANDARDIZED TEST RESULTS, TITLE I (ESEA) 69-70

SYSTEM Statewide

NAME OF TEST: California Achievement Test

TITLE I SCHOOLS

1963 Edition

19 63 National Norms

	Grade	Section of Test	Month and Year Tested	Form	Number of Students	Mean Score Grade Placement	Number of Students 25th %ile	50th %ile	75th %ile	99th %ile
Pre	1	Total Language	11-68	W	1785	1.4	680	346	331	428
Post	1		4-69	X	1611	1.7	528	313	272	498
Pre	2	Total Language	10-68	W	7140	2.0	2333	1728	1415	1664
Post	2		4-69	X	4030	2.6	1694	701	583	1052
Pre	3	Total Language	10-68	W	6456	3.1	1861	1696	1238	1661
Post	3		4-69	X	4005	3.6	991	849	790	1375
Pre	4	Total Language	10-68	W	16,410	4.0	5102	5228	2691	3389
Post	4		4-69	X	6374	4.4	2329	1687	1061	1297
Pre	5	Total Language	10-68		7562	4.8	2712	1719	1388	1743
Post	5		4-69		5389	5.2	2095	1139	981	1174
Pre	6	Total Language	10-68		16,566	5.5	7040	3837	2803	2886
Post	6	Total Language	4-69		8971	5.6	3791	1926	1601	1653

Students: Rural________ Urban________ Mixed________*

*See listing on the back of this page

	Pre-Test	Post-Test
GRADE 1	R - 1139 U - 440 M - 206	R - 604 U - 208 M - 799
LEA's	R - 2 M - 1 U - 1	R - 3 M - 4 U - 1
GRADE 2	R - 3224 U - 739 M - 3177	R - 1737 U - 878 M - 1415
LEA's	R - 6 U - 2 M - 9	R - & U - 2 M - &
GRADE 3	R - 3412 U - 796 M - 2248	R - 1576 U - 780 M - 1649
LEA's	R - 10 U - 2 M - 6	R - 7 U - 2 M - 7
GRADE 4	R - 7317 U - 715 M - 8378	R - 2012 U - 900 M - 3462
LEA's	R - 16 U - 1 M - 14	R - 9 O - 3 M - 9
GRADE 5	R - 3962 U - 677 M - 2923	R - 2599 U - 897 M - 1893
LEA's	R - 14 U - 1 M - 10	R - 12 U - 3 M - 8
GRADE 6	R - 7641 U - 752 M - 8173	R - 3642 U - 944 M - 4385
LEA's	R - 18 U - 1 M - 14	R - 13 U - 3 M - 10

Note: R - Rural; M - Mixed; U - Urban

STANDARDIZED TEST RESULTS, TITLE I (ESEA) 69-70

SYSTEM Statewide

TITLE I SCHOOLS

NAME OF TEST: California Achievement Test 19 63 Edition 19 63 National Norms

	Grade	Section of Test	Month and Year Tested	Form	Number of Students	Mean Score Grade Placement	Number of Students 25th %ile	50th %ile	75th %ile	99th %ile
Pre	7	Total Language	9-68	X	6,331	6.5	2,563	1,438	1,119	1,211
Post	7		4-69	Y	7,098	6.9	3,060	1,441	1,206	1,391
Pre	8	Total Language	9-68	Y	26,623	7.1	12,431	5,321	4815	4,056
Post	8		4-69	X	8,378	7.5	3,238	1,712	1,784	1,644
Pre	9	Total Language	9-68	X	3,764	7.8	1,476	841	780	667
Post	9		4-69	Y	2,748	8.0	1,071	632	587	458
Pre	10	Total Language	9-68	X	3,848	9.4	1,396	935	779	738
Post	10		4-69	Y	2,419	9.6	860	487	490	582
Pre	11	Total Language	9-68	X	19,751	10.1	7,769	4,045	4,200	3,737
Post	11		4-69	Y	2,396	10.3	838	515	533	510
Pre	12	Total Language								
Post	12									

Students: Rural________ Urban________ Mixed________*

*See listing on the back of this page

	Pre Test	Post-Test
GRADE 7	R - 1661 U - 648 M - 4022	R - 2250 U - 224 M -4624
LEA's	R - 8 U - 1 M - 11	R - 9 U - 1 M - 8
GRADE 8	R - 11,156 U - 7633 M - 7834	R - 2735 U - 847 M - 4796
LEA's	R - 26 U - 7 M - 21	R - 9 U - 3 M - 6
GRADE 9	R - 900 U - 789 M - 2075	R - 1436 U - 0 M - 1312
LEA's	R - 4 U - 2 M - 7	R - 6 U - 0 M - 6
GRADE 10	R - 1128 U - 761 M - 1959	R - 1436 U - 0 M - 983
LEA's	R - 5 U - 2 M - 7	R - 6 U - 0 M - 5
GRADE 11	R - 8427 U - 5269 M - 6055	R - 1481 U - 174 M - 741
LEA's	R - 22 U - 8 M - 19	R - 7 U - 2 M - 3

Note: R - Rural; M - Mixed; U - Urban

OTHER TESTS GIVEN BY LEA'S IN FY 69

READING TESTS

Name of Test and Company

Basic Reading Test - Houghton, 1966
Form A Reading - Scott Foresman, Reading Program 1968
Metropolitan Readiness - Harcourt, Brace, World 1959
Stanford Diagnostic Levels 1 and 2 - Harcourt, Brace, World 1965
Durrell Analysis of Reading Difficulty - Harcourt, Brace, World
Gilmore Oral Reading - Harcourt, Brace, World
Gray Oral - Bobbs-Merrill Company 1963
Triggs Diagnostic Test
Pre-Reading - Ginn and Company
Botel Reading Inventory - Follett
Harrison Stroud Reading - Houghton Mifflin
Macmillan Spectrum Placement - Macmillan
Pre-Primer, Primer, First Grade - Science Research Associates
Reading Locator Test - Science Research Associates
Laboratory III A - Science Research Associates
Phonics Survey - Science Research Associates
Individual Silent - Science Research Associates
Perceptual Development
McCall-Crabb - Teachers College Press 1961
Durkin - Meshover Phonics - Teachers College
Gates - McKillop - Teachers College Press 1965
Gates - Peardon - Teachers College Press 1965
Temple - Darlin Speech
Listen and Hear Series - Paul S. Amidon and Association
Specific Skilltests - Barnell Loft, Ltd.
Doren Diagnostic - Ed. Test Bureau
Slosson Oral Reading 1963 - Slosson Educational Publications
CYO Word Attack
Lee-Clark Readiness - California Test Bureau
Diagnostic Survey - California Test Bureau
California Reading Test - California Test Bureau
Dolch Basic Sight - Garrard Press
New Practice Readers Tests - McGraw-Hill
Diagnostic Test of Word Perception - McGraw-Hill
Diagnostic Reading Test - Mt. Home, N. C.
Gates - MacGinitie - Teachers College Press 1965
Gray - Votaw Rogers
I. T. A.
Phonics Survey
Diagnostic Reading Test - Charles E. Merrill Company 1966
Iowa Silent Reading Tests - Harcourt, Brace
Nelson Reading Test 1958
Webster's Diagnostic - McGraw-Hill
Webster's Skill Card Test - McGraw-Hill
New Practic Readers - McGraw-Hill
Mc Call-Harby
Reading - Ginn and Company

READING TESTS

Name of Test and Company

Disability Analysis - Kattmeyer
Diagnostic Reading - Lyons, Carnahan Company 1965
Basic Sight Words - Garrard Publishing Company
RFU - Reading for Understanding - SRA
Readers Digest
Reading Skills - SRA 1957
Reading Comprehension - Barnell Loft 1962
Reading Skill text I and II - Merrill Company 1961
Reading tests from "Know your World" - American Education Publishers

SUBJECT TESTS

Name of Test and Company

Diagnostic Spelling Test - Webster Publishing Company
Ayres - Spelling
Kwalwasser - Dykema - Music
Drake Muscial Aptitude - Music
Elementary Algebra - American Guidance
Advanced Algebra - American Guidance
Plane Geometry - American Guidance
Math Unit Test - Silver Burdett
Mult - Level Mathematics - Science Research Associates
National Spanish Exam. - National Spanish Contests
Temple - Darlin Speech
AAHPER - Physical Fitness
Kraus - Weber -
Writing Skill - Science Research Associates
T. E. A. - Science Research Associates
Y. E. P. - Science Research Associates
Cooperative Algebra Aptitude - Educational Testing Service
Cooperative Spanish Aptitude - Educational Testing Service
ITED Social Studies
ITED Mathematics
ERC Stenographic Aptitude
Orleans Algebra Prognosis, World Book Company
Algebra I and II - California Test Bureau
Bioglogy - California Test Bureau
Chemistry - California Test Bureau
Diagnostic, Arith Test - Stanford
Betty Crocker Homemaker - S. R. A.
20th Century Typewriting - Southwestern Publishing Company
20th Century Bookkeeping and Accounting - Southwestern Publishing Company
Turse Clerical Aptitude - Harcourt, Brace and World

ACHIEVEMENT TESTS

Name of Test and Company

Wide Range Achievement - Western Psy. Service I
Metropolitan
Iowa Test of Educational Development
California Achievement Test
American Achievement Test
Science Research Associates Achievement Test
Sequential Test of Educational Development
Stanford
General Aptitude Test Battery (GABT) - United Stated Printing Office
National Education Development Test - SRA
National Merit - National Scholarship Corporation
American College Test - ACT Program, Incorporated

INTELLIGENCE AND PSYCHOLOGICAL TESTS

Name of Test and Company

Draw - A - Man - World Book Company
Slosson - SIT - Slosson Educational Publications
Goodenough Harris Drawing Scale
P.M.A. Primary Mental Abilities
Otis Quick Scoring - Harcourt - Brace
Otis - Alpha
Otis - Beta
Otis - Lennon - Harcourt, Brace
Stanford Binet Clinical Observation - American Psy. Assn.
W. I. S. C.
W. I. S. A.
T. A. T.
Wechsler - Bellevue Intelligence Scale - American Psy. Ann.
Stanford - Binet - Houghton-Mifflin
Eschler Intelligence - Science Research Associates
Peabody Picture Vocabulary - American Guidance
Bender Gestalt - A. Orthopsychiatric Association
Kuhlman - Anderson - Personnel Press, Incorporated
Large - Thorndike - Houghton
Organic Brain Damage - Western Psychology
HarrisTest of Lateral Dominance
California Mental Maturity
Illinois Test of Psycholinguistic Abiltiy
WAIS - The Psychological Company
Henmon Nelson - Houghton Mifflin
Mooney Problem Check List - Psychological Corportion
Personal Adjustment Inventory - Carl Rogers Assn. Press
Rorschach - American Psychological Corporation
Thematic Apperception - American Psychological Corporation
Hunt Minn. - Organic Brain Damage - American Psychological Corporation
M. M. P. I. - American Psychological Corporation

APTITUDE AND INTEREST TESTS

Name of Test and Company

Differntial Aptitudes - Psychological Corporation
Test of Educational Ability - Science Research Associates
Occupational Interest - C. T. B.
Occupational Exploration - Science Research Associates
Apititude Tests of Occupations - S. T. B.
Preliminary Scholastic - E.T. S.
Guidance Inventory - Ralph Galligher
Academic Promise Test - Psychological Corporation
Kuder Preference Inventory - Science Research Associates
Flanagon Aptitude Test
Military Aptitude - U. S. Government
National Education Development - SRA
General Aptitude Intelligence Battery - U. S. Supt. of Documents

ANNUAL EVALUATION REPORT
TITLE I PROGRAMS IN
STATE INSTITUTIONS FOR
HANDICAPPED CHILDREN

Title I of Public Law 89-313
The Elementary and Secondary Education Act of 1965

STATE OF ALABAMA
DEPARTMENT OF EDUCATION
MONTGOMERY, ALABAMA 36104

Ernest Stone

State Superintendent of Education

STATE OF ALABAMA

Governor . . . . Albert P. Brewer

State Superintendent of Education . . . . Ernest Stone

State Board of Education
- Dr. James D. Nettles
- Ed Dannelly
- Mrs. Carl Strang
- Fred L. Merrill
- Rev. Harold C. Martin
- S. M. Beck
- Victor Poole
- W. C. Davis
- Cecil Word

Division of Administration and Finance
- W. H. Kimbrough, Director
- J. H. Boockholdt, Assistant Director

Title I Staff

W. E. Mellown, Jr.	Coordinator
E. A. Spear	Assistant Coordinator
C. M. Youngblood	Consultant, P.L. 89-313
G. W. Hause	Consultant
Joe Kelley	Consultant
Ann Harmon	Evaluation Consultant

ELEMENTARY AND SECONDARY EDUCATION
ACT OF 1965 - TITLE I
(As Amended: PL 89-313)

THE ALABAMA ANNUAL EVALUATION REPORT FOR FISCAL YEAR: 1969

TABLE OF CONTENTS

INTRODUCTION

I. OPERATION AND SERVICES 1

II. EVALUATION 2

III. DISSEMINATION 4

IV. MAJOR PROBLEM AREAS 5

V. INTER-RELATIONSHIP WITH OTHER LOCAL, STATE, AND FEDERAL PROGRAMS FOR HANDICAPPED 7

VI. SUPPLEMENTARY MATERIALS 7

VII. PARTLOW SCHOOL PROJECT REPORT 9

VIII. ALABAMA INSTITUTE FOR THE BLIND AND DEAF PROJECT REPORT 18

IX. OTHER SUPPLEMENTARY MATERIALS
(NOT ATTACHED TO MAIN REPORT)

The evaluation report of the ESEA program in Institutions for Handicapped children follows the outline provided by the United States Office of Education and was compiled from the reports of the participating institutions.

INTRODUCTION

Title I programs for handicapped children in Alabama state supported institutions covered a variety of projects aimed toward meeting the special needs of the children. Although there are several private institutions, day schools supported by local funds, and many "special education" classes funded with ESEA Title VI, ESEA Title I, ESEA Title III and State monies, there are only two state supported institutions.

Alabama Institution for
Deaf and Blind
Post Office Box 268
Talladega, Alabama 35160

Partlow State School and Hospital
Post Office Box 1730
Educational Department
Tuscaloosa, Alabama 35401

The institution for the deaf and blind receives a State appropriation. A State-owned farm supplements the income by supplying fresh vegetables, poultry, pork and beef for the students. There is also a meat processing plant. This institution also gains some income from the sale of art and craft objects made by the students and sold by members of service clubs and religious and professional groups. These groups also make contributions to the school as part of their service projects.

Teaching and training techniques are those which are most suited to the particular handicap. Instructional activities are pursued for nine months. Since the children live so far away, they spend the summer months at home.

The institution is under a board of trustees (15), the members of which are appointed by the governor of the state. The governor and state superintendent of education act as ex-officio members. This board meets once a year. Three members who live near the institution meet once a month with the president of the institution to approve recommended activities and/or expenditures.

Parents are requested to bring the children to a pre-school orientation program. All children who are found capable of profiting from programs at the institution are accepted.

The Partlow institution is for retarded children. The children are there all the time, so classes are conducted all through the year. The school is adjacent to the campus of a State mental institution which receives a fairly large appropriation. Many of the services available in the mental institution are also available to Partlow through the use of state-grown food supply, use of medical doctors, psychologists, chaplains, art and craft teachers, and facilities for these activities. Many private organizations make regular contributions to the school and hospital.

Partlow School and Hospital is under the direction of a state board of directors and the State Department of Mental Health. The hospital program and the educational program are each under a director. The director of federal programs helps with the overall educational planning and implementing. He works well with other staff members and keeps them informed on proposed Title I plans and changes. He has done much to coordinate the various programs.

ALABAMA ANNUAL EVALUATION REPORT FOR STATE AGENCY HANDICAPPED CHILDREN
FISCAL YEAR 1968

I. Operations and Services

A. The Alabama State Department of Education offers all available services to the schools for handicapped children. These services include visitations to the schools by various consultants, State and regional conferences and help in dissemination of information.

The Title I division of consultants work with the State supported school personnel for handicapped children throughout the year. There is consultation and help with the applications. Visits are made to the schools during the year with suggestions for improving the projects as well as discussions concerning future project concepts and refinements. The coordinator at the institutions and any staff members he wishes to bring are invited to all Title I conferences.

B. State personnel involved in working with these institutional schools

1. State Title I Coordinator

This person is responsible for the overall implementation and supervision of all Title I programs. He is the authorized contact person for all Title I programs. He makes recommendations to the State Superintendent of Education for approval or disapproval of applications. He attends national meetings called by the U. S. Office of Education and conducts State level and area meetings that concern Title I. All Title I fiscal allocation decisions are his responsibility.

2. Title I Consultant

This person has the main responsibility of reviewing Title I applications for the school systems assigned to him. He is also assigned to work with the P.L. 89-750 programs and the P.L. 89-313 programs. He reviews applications and makes tentative approval. He makes on-site visits and makes administrative reviews during the year. He takes part in statewide and area conferences for instruction of LEA project directors.

3. Evaluation consultant

   This person plans the evaluation format for the P.L. 89-10 programs. She takes part in statewide and area conferences and gives instruction on writing objectives and evaluation plans. She attends national meetings called by the U. S. Office of Education. She helps with in-service programs for counseling and guidance and makes visits to the LEA's.

4. State Department Consultants

   The consultants in various fields are used by LEAs for in-service programs and special training programs. They are used by the Title I division as resource people.

II. Evaluation

A. The SEA has employed an evaluation consultant for all Title I programs including P.L. 89-750, P.L. 89-313 and the migrant programs P.L. 89-10, as amended.

B. Assistance to the institutions for handicapped children was given by relaying evaluation materials to them, notifying them of changes made, and giving instruction in writing objectives and planning methods of evaluation.

   Evaluation of the physical handicaps of the students at the Institution of the Deaf and Blind is done at the evaluation center on the nearby campus of the Vocational and Trade School for the Deaf and Blind and at ear and eye clinics in Birmingham where they are carried by a nurse aide.

The Title I consultant who is assigned to advise the institutions in administering the projects visits the institutions an average of six times a year to view the projects in operation. The evaluation consultant visits once a year and communicates by telephone and mail very often. Both of the consultants are available upon request at anytime.

The coordinators of the P.L. 89-313 were involved in area meetings on evaluation during the regular term and in a three day workshop in June in which evaluation procedures were discussed.

C. Individuals other than state educationl personnel utilized in in-service education to help local educational agency personnel provide better evaluative and program service to the mentally retarded were utilized during the 1968-1969 year. Speakers included Dr. J. David O'Dea; Consulting Psychologist, Mease General Hospital, Dunedin, Florida, in Determination of Emotional Disturbance in the Mentally Retarded, Dr. Larry Schendel; Head, Department of Habilitative Sciences, Florida State University, Determination and Treatment of Speech Pathology, Dr. James Moore; Department of Habilitative Sciences, Florida State University, Speech Pathology and Correction, and Dr. Tommy Russell; Special Education Department, University of Alabama on the Evaluation and Program for the Trainable Child.

Trips to determine program efficiency and comparison of programs were made. These trips included on-site visits to Ruston State School; Ruston, Louisiana, Pinecrest School; Pineville, Louisiana, Sunland Training Center; Marianna, Florida.

Skill in developing evaluative techniques was gained by attending the International Conference on Exception Children in Denver during April of 1969. Meetings were attended by several Title I people which concerned teaching the mentally retarded and assessing needs of this group.

Consultants used by the Institute for the Deaf and Blind were Doctor Outz and Doctor Ranney who gave advice and made many recommendations on ways of teaching children with various degrees of deafness and of checking progress made. A group of consultants headed by Doctor Jackson from the University of Tennessee held in-service training on Educational Media for the Deaf.

Mr. Ramey, Title I Coordinator at the institution, attended a Symposium on Educational Media for the Deaf in Lincoln, Nebraska where innovative ideas for teaching the deaf and methods of checking effectiveness were discussed. Some of the techniques were possible to implement with the present staff and equipment. Mr. Ramey also visited the Central Institute for the Deaf in St. Louis, Missouri and studied teaching techniques used.

III. Dissemination

A. The SEA has not disseminated any data to other state agencies because this has been the first full year of operation since the Title I funding of the two institutions. Both institutions have had projects written up in "Resumes of Projects for Handicapped Children" published by the Bureau of Education for the Handicapped, U. S. Office of Education. The SEA and the institutions have received calls concerning the projects from a number of states. Copies of the evaluation report for fiscal year 1969 will be mailed to all other states. Scenes of activities at the institutions are included in a Title I film which is available for lending to other states. The film is being used extensively by LEA's in faculty in-service meetings, P.T.A. meetings and other parent meetings, by civic organizations and other organizations which are interested in education.

B. The coordinators at the institutions hold orientation programs for parents and send newsletters. They release articles to newspapers and send articles and pictures to the S.E.A. They take part in conferences and speak to organizations concerning the programs being conducted. They also make formal reports to their local staff members.

IV. Major Problem Areas

A. The two institutions are so different in organization and administration that there are no major common problems.

The basic problems at Partlow are related to the classifying and hiring of personnel and the purchasing of materials. Personnel are hired through the State Personnel Board. The salaries are lower than those of other public officials. There is no classification set up for an account clerk, so one cannot be hired. The purchasing has to be done through the purchasing department of the State Mental Health Department. This is done so slowly that the need for the materials and/or the deadline for spending the money has gone. This problem has caused the loss of some Title I money.

The Institution for the Deaf and Blind does not have these problems. The problem of this institution is one faced by the LEAs: not receiving the allocation early enough to employ the staff members they really prefer. There is no way the SEA can help the institutions with the problems stated above. The problems of Partlow can be solved only through reorganization which would require an act of the legislature.

B. 1. Due to the small number of institutions for the handicapped, the SEA has no problem in reviewing proposals.

B. 2. The operations and services are coordinated with those which are required by the organization of the institutions with good relations. The personnel would profit from special training sessions brought to them by trained consultants from the U. S. office or from universities. The SEA has no consultants trained in this field except those who work with ESEA Title VI. Title VI staff members serve as consultants when possible, but are too under-staffed to initiate training periods.

B. 3. The coordinators cooperate with the SEA in reporting evaluation results. Many activities are not reported because records are not always kept. If the coordinators could have the format of what is expected in the evaluation report to the U.S.O.E. during the time of planning, all activities could be more correctly reported.

V. Inter-Relationship with Other Local, State, and Federal Programs for the Handicapped

A. Partlow School for the Mentally Retarded receives aid from the following:

1. Funds from the State for the major part of their program
2. ESEA Title I
3. Government Commodity Program
4. Rehabilitation Act Section II
5. Public Law 88-164 Demonstration grant for in-service training for teachers of retardation (in cooperation with the University of Alabama)

Alabama Institute for the Deaf and Blind receives aid from the following:

1. Funds from the State for the major part of the program

2. ESEA Title I
3. ESEA Title II
4. NDEA Title III
5. Special Milk Program
6. Government Commodity Act
7. Library Services and Construction Act (through the Special Technical Trade School)
8. Captioned Films for the Deaf

B. The institutions receive a direct appropriation from the State of Alabama. Other than the appropriation and funds or assistance from the agencies listed in Part A above, there is no aid except that which comes voluntarily from charity or civic organizations.

VI. Supplementary materials

A. Brief individual reports from the institutions are included in this report. Other materials received are sent as supplementary materials.

B. A report of a pre-vocational project from Partlow is included in this report. Other reports are attached as supplementary material.

The Title I program at the Institution for the Blind and Deaf was to provide educational opportunities for handicapped children through additional staff, services and facilities. A special report on one "best" project was not received. In the report which is included in this paper, the projects considered most outstanding were the pre-school clinic, the cultural enrichment program and the Library Material Center.

C. Test Materials

Psychological tests are given at both institutions for appraisal of of the child's ability. Partlow used the Wide Range Achievement Test for achievement of 120 students for pre and post testing. Although some improvement was shown, the scores were inconclusive. The Institute for the Deaf and Blind used Stanford Achievement, Form L for the blind and Forms X and W for the deaf. No scores were reported. Partlow also used the Illinois Test of Psycholinguistic Abilities. A report is attached.

VI. (Continued) Institution Reports. These reports are on the following pages.

PARTLOW STATE SCHOOL FOR THE MENTALLY RETARDED

A. The Title of the Project is:

"Expansion and extension of educational activities for pre-vocational children institutionalized at Partlow State School and Hospital."

1. Needs
    - a. The need to develop social living skills.
    - b. The need for growth and development of ego strength.
    - c. The need for optimal learning experiences.
    - d. The need for physical and muscular development.
    - e. The need for communication development.
    - f. The need for work experiences and training.
    - g. The need for the ability to use leisure time wisely.
    - h. The need to be able to follow directions.
    - i. The need for social adequacy.
    - j. The need to become a member of a family team.
2. Objectives
    - a. Provide optimum experiences.
    - b. To develop to the capability and potential academic skill level.
    - c. Preparation for rehabilitation placement.
    - d. Development of social living consistent with the needs of the retarded and level of retardation.
    - e. The development of language patterns necessary for adequate communication.

B. Techniques and Services

1. Techniques used are those associated with programs of:
    - a. Work therapy
    - b. Classroom experiences, including field trips, academic lessons,

and practice in social behaviors.

c. Utilization of home making centers which require those skills commonly found in the home, and training in a wood working shop situation for the development of skills in utilizing tools.

d. The utilization of craft activity programs in order to teach tolorence, persistence, ability to finish a given task and the development of ego strength along with self-satisfaction.

2. Services

Services included are those of psychological evaluation, physical education program, recreational and developmental programs.

C. Number of types of children receiving direct services.

Number receiving service . . . . 778 - all of whom are mentally retarded.

D. Number of staff professional, non-professional, and volunteer in this project.

Professional 30
Non-professional 19
Volunteer . . . . Approximately 150

E. Total Cost of project. $132,000.00

A BRIEF DESCRIPTION OF THE NATURE AND EXTENT OF BENEFITS TO HANDICAPPED CHILDREN UNDER

P. L. 89-313

Partlow State School and Hospital

Title I, P.L. 89-313 has developed an exemplary program of services for the institutionalized retarded child. The major thrust has been the development of pre-vocational skills in those children who are considered habilitatable to a major degree and intensive programs for the development of Activities of Daily Living for all residents participating in the program.

Over-all coordination of the program with other training programs in which 89-313 provides supplementary services is of basic importance for the successful completion of training programs for the handicapped resident.

Basic services for the retarded funded under 89-313 are pre-vocational woodshop experiences, home-making activities, pre-vocational classwork, developmental reading programs, craft activities, programs of social habilitation, programs of physical development, and the development of programs for the more severe retardate in simple self-management skills.

The woodshop classes are held daily with class participation on an hourly basis. Class size is limited to a ratio of one teacher and one teacher aide to eight children.

Objectives of pre-vocational shop are:

1. To increase and enhance the participants muscular coordination and muscular skills, to develop an awareness and understanding of activities involved in shop programs, the ability to follow an outline and organize the materials and the manipulation of simple tools.

2. To develop desirable social relationships by working together with others on projects.
3. To develop self-discipline through the ability to follow written and verbal directions.
4. To explore vocational possibilities outside of the school with the view toward developing productive citizens.
5. To encourage a degree of personal independence through the ability to maintain and make minor repairs on common objects.
6. To develop the capacity to create by hand from a concept developed mentally.
7. To develop recreational and leisure-time activities.
8. To create worthwhile hobbies.
9. To develop an awareness and appreciation of the aesthetic qualities and good design of workmanship.
10. To foster creative expression.
11. To establish proper respect for and treatment of property.
12. To increase general knowledge through seeing and doing.

Home Economics activities are designed to serve both boys and girls. Simple home making skills and social behaviors are stressed. Objectives of this program are:

1. To become familiar with the names and uses, care and storage of various foods, and equipment in the kitchen.
2. To develop ability to plan, prepare and serve simple foods available to families on minimum or moderate income levels.
3. To establish desirable work and housekeeping habits.
4. To develop the desire to become well-mannered.
5. To develop some appreciation of preparation of food as a means of personal achievement.
6. To develop the desire to improve food habits.

7. To develop an objective attitude toward food and food preparation.
8. To develop a desire and ability to understand and work cooperatively with classmates and teachers.
9. To develop the desire and ability to carry out tasks to completion for which one is responsible.
10. To develop some realization of our continuously changing society and develop abilities to meet societal change.
11. To instill punctuality.
12. To learn transfer skills.
13. To develop an appreciation and respect for safety precautions.
14. To develop an understanding of bodily process and functions.
15. To develop knowledge of simple sewing techniques.
16. To develop coordinative and communicative skills.
17. To develop skills which are useful at the institutional social living level.

Craft activities include leatherwork, painting, linoleum carving, sewing, ceramics and other media. The primary purpose of this phase of programming is to develop the ability to attend to a task, develop eye-hand coordination, develop digital dexterity, ability to finish a task, and ability to work under supervision and to follow directions, along with personal satisfaction.

Secondary purposes of this program are the development of aesthetic interests and production of useful materials. Research in personality growth has been undertaken with this group with results tending to indicate this media has high potential for release of hostility, growth in organizational patterns and in strengthening the self-concept.

Physical education is also designed to develop the socio-habilitative process along with physical development. Basic objectives of this program are:

1. Increased development of motor skills, both large and small muscle.

2. Increased proficiency of eye-hand coordination.
3. Increased efficiency in total body movement coordination.
4. Development of verbal and non-verbal communication through the media of physical movement.
5. Social development.
6. Transfer of skills for increased academic efficiency.
7. Development of posture, eye contact, walking skills.
8. Increased ego development.
9. Relationship formation (associational training).
10. Concept building.
11. Co-educational grouping of students.
12. Heterogeneous grouping of students in physical ability.
13. Development of visual motor abilities.
14. Use of leisure time.
15. Development of body awareness and body image.
16. Development of integrated functions through sensori-motor development through the use of kneosthetia and awareness of skeletal movement.
17. The development of environmental awareness.
18. Developing the ability to learn from experience.
19. Development of increased reaction time.

Classroom activities involving the pre-vocational classes are based on two levels (1) younger children destined for habilitative programming and (2) a cooperative program in which rehabilitation and the training group share the same clients. The primary purpose of this activity is to enable the resident to make the transition from one phase of training to another in a less distressing manner. Objectives of classroom activities are:

1. To promote citizenship through the use of:
    a. Cooperation with peers.
    b. Cooperation with persons in authority.
    c. Responsibility for behavior.
    d. Care of self.
    e. Become self-supporting.
    f. To assume care of others.
2. To enhance communications through the use of:
    a. Purposeful observation.
    b. Development of effective speech.
    c. The development of the ability to write clearly.
3. The development of leisure-time activity through the use of:
    a. Selection of activity
    b. Selection of appropriate companion.
    c. Selection of appropriate time.
4. Management of materials and money through:
    a. Conserving materials.
    b. Value of materials.
    c. Earning budget and saving money.
5. Occupational adequacy through:
    a. The development of work habits
    b. Cooperation and living effectively with others.
6. Development of physical and mental health through:
    a. Physical health which includes basic health needs, hygenic measures and knowledge of body structure.
    b. Mental health which includes the concepts of self-appraisal, behavior limits and social values.
    c. Community services which includes the use of medical personnel and the hospital.

7. Safety through:
    a. The development of safety rules.
    b. Fire prevention
    c. First Aid.
8. To promote social adjustment through the development of self-help skills, sharing, and contributing.
9. Travel, directions, maps, schedules, and ways or means of transportation.
10. Academic function including arithmetic with:
    a. Form discrimination.
    b. Counting.
    c. Number concept.
    d. Money.
    e. Combining numbers.
    f. Arithmetic vocabulary.
    g. Measurement.
    h. Number combinations.

A. Arithmetic through the use of fine arts:
    a. Self-expression.
    b. Use of materials.
    c. Music as a leisure-time activity.
    d. Singing.

11. Language Development through:
    a. Understanding of vocabulary.
    b. Develop an adequate speaking vocabulary and logical expression along with development of linguistic ability.
    c. Writing is included in the language arts area also.
12. Reading, development of auditory and visual motor discrimination:
    a. The ability to make associations.
    b. The ability to encode are facets of this area.

c. Development of comprehension of reading and ability to read simple stories and labels on food and other items.
d. Physical education.
e. Development of large muscle and small muscle skills.
f. Sportsmanship.
g. The ability to cooperate in game type activities.
h. The development of coordinative skills.

Horticulture as a program has been developed and carried out under Title I. This activity is designed to meet the needs of the participant in many areas. These include work therapy, meaningful work situations, vocational training and job placement, and knowledge of planting, cultivation and harvesting of both flowers and various garden vegetables. Knowledge of tools, mobility training, working under supervision and alone are important aspects of this activity. Objectives in horticulture:

1. To become familiar with tools used in gardening and horticulture.
2. To learn terms used in gardening.
3. To learn to conserve materials and supplies.
4. To develop proper work habits.
5. To learn how to work in a greenhouse.
6. To learn how to water, plant, cut, and prepare objects for decoration.
7. To develop an aesthetic interest.

Determinants of behavior as indicated by the etiology of each participant are considered carefully before class placement. Of particular importance in the total program is the attempt to develop to the fullest each individual's capacity and potential; preserve human dignity, and integrity; and maintain high level personal standards.

ALABAMA INSTITUTE FOR THE BLIND AND DEAF

PROVIDING EDUCATIONAL OPPORTUNITIES FOR HANDICAPPED CHILDREN THROUGH ADDITIONAL STAFF, SERVICES AND FACILITIES

I. Needs

1. Improvement of self-concept and self-reliance.
2. Special communication skills
3. Cultural enrichment which has been denied because of their handicaps.
4. Special health services.
5. Skills in the use of library materials.
6. Special vocational skills.

II. Objectives

1. To evaluate prospective students for possible enrollment in Schools for Deaf.
2. To provide experiences for children which they have missed due to their environment and handicap.
3. To provide a library staff, facilities and services so as to benefit handicapped children.
4. To provide teachers and material for mentally retarded children so that they may progress at their own rate.
5. To provide health services for all children and to provide audiological services for the deaf students so that they may be fitted with proper hearing aid and placed in the class where they will receive the most benefits.
6. To provide additional vocational opportunities to the handicapped children since the majority of them will earn their living upon graduation through skilled labor rather than through academics.
7. To provide physical education equipment and supplies.
8. To provide material and supplies for science to be able to offer a full and enriching science program.

III. Techniques and Services

Both instructional and service activities were set up to carry out the previously listed objectives. Each Title I teacher with help from her supervising teacher and principal met these objectives and in many incidents surpassed our expectations.

IV. The number and types of children receiving direct services in regard to type and degree of handicap are as follows:

43 mentally retarded (20 blind, 23 deaf)
401 deaf
207 visually handicapped
31 deaf-blind (these children are classified as legally deaf and blind).

V. There were 83 professional, non-professional and volunteers participating in the project.

VI. The total cost of the project was $196,567.00.

Dr. MELLOWN. We also will be happy to answer any questions.

The CHAIRMAN. Mrs. Mink?

Mrs. MINK. Thank you, Mr. Chairman.

I would like to thank all three of you gentlemen for your presentation and for your support of the elementary and secondary education program.

In connection with the last point you made, Mr. Mellown, the appendix 5 to which you referred, showing the percentage of children from low income families, the two highest counties, having 83 percent of the children, are not listed in the other charts which you presented to the committee.

Does that mean that because of the large percentage of children that they are not now being provided programs such as those that you described earlier?

Dr. MELLOWN. Not at all. The District that has been 3 percent, that is Lowndes, is receiving title I funds. I believe they are participating directly in a title III program—they are not participating.

They are participating in a title II program. They receive over $700,000, if my memory serves me correctly, in title I funds.

They are participating in the other programs. We did not, in the random selection of materials for evaluation purposes, happen to select that system.

However, I will be glad to provide you with this information if you would like.

Mrs. MINK. I only raise the point because you suggested that where you have such a high concentration of children that it is more difficult to present programs, and yet it is my belief that these schools are the schools that should have concentrated attention. In relation to all the rest of the school systems really these are the ones we should be concerned with.

Dr. MELLOWN. If I said or indicated that it is more difficult to present a program, I did not mean to. I was simply pointing out in the area of concentration of effort, it is much more difficult to concentrate where the percentage is so large.

Because how do you select among the schools where the percentages run as high as 83, and some even higher? How do you select which school you are going to leave out, which school is to be omitted?

So that in this system I am reasonably sure that all schools in this district are participating in the title I program. All, certainly, are participating in title II programs. I did not mean to, again, leave the impression that they were not participating in any special program, and I apologize for that, myself, today.

Mrs. MINK. Referring to your appendix No. 3, and this, again, is the reason for my question, are any of the programs listed on appendix 3 in effect in either of these two counties with the 83 percent of low income?

Dr. MELLOWN. Yes.

Mrs. MINK. I am not familiar with the cities listed in appendix 3, and I can't relate them to the county.

Dr. MELLOWN. You are correct that that system has not been selected. However, the programs that they have in these systems are very similar. They do have a reading program.

They have a preschool program coordinated with the Headstart program. These are the two that I am sure of, recalling from memory, that they do have in these two districts.

However, they have other programs that are not included, Mrs. Mink.

Mrs. MINK. One final question. I note in your statement outlining the weaknesses of the Elementary and Secondary Education Act that your second item refers to the inability of the Office of Education, State education departments and local education agencies to provide relevant evaluation information in meaningful terms to the public and to the Congress.

I wonder if you could amplify what kind of information you feel should be provided by the Office of Education, by your State department of education and by local educational agencies in terms of public understanding.

Dr. MELLOWN. Yes. Thank you for the question.

I would like also to ask Dr. Davis to help me elaborate on this question. He and I have been discussing this this morning.

We feel it is most difficult, if not impossible, to be able to interpret or to evaluate a total program of services in terms of test scores, that this kind of data is not relevant in its entirety for various reasons, and I would simply point out an example which was called to my attention very recently, where one of the standardized tests refers to a kitchen, or a kitchen sink and for children from low income families, these terms often do not have meaning, and therefore the question in the standardized test really carries no meaning for that given child, and therefore tends to make the results of this test invalid for that particular child.

Also, I am oftentimes afraid that when the public gets test data and other information concerning problems, they take this as the entire answer.

This information, that a child has made, and I will refer to this, 1 year and 2 months progress during 1 year, then the indication would be that, really, this child should have made 1 year's progress, so that the only progress that has been made is the 2 months over and above what he would have been expected to make otherwise.

So there are many pitfalls in this area. What I am simply saying is that we need a great deal more research, a great deal more information about the kinds of things that are relevant as far as the public is concerned, as far as the Congress is concerned in order to be able to present a complete picture.

You know, we in education would like to say, if you will evaluate us 10 years later, we can show you what we are doing, and I would submit that public education in America has not been all it should have been, but nevertheless, I would also submit as an evaluation the fact that we were the first Nation in the world to reach the minimum.

So I think this is an evaluation of public education in America. It is certainly after the fact evaluation, but these kinds of information I think we need to develop further.

I think we need to get more and more information so that we can present a true picture.

I refer back to some of the recent articles on accountability in public education, that is, that we in public education now must continue to be, and must emphasize the business of being accountable.

We need to develop better methods of doing this. I am not sure that I know the answer to this point. I simply say that it is a problem.

Dr. DAVIS. I would like to respond to that. I would hope we would guard against, when it comes to evaluation, test scores as such.

I happen to, personally, believe that test scores are not answers to the many problems that children have.

I don't believe they predict success, and I think we have got research piling up that test scores, and test scores alone, do not do this.

I would rather, from an evaluation standpoint, quote a personal example, going back to title III activities.

I have a group of youngsters and they responded to me with, for the first time, we feel a part of this school system.

They have been in a remote area and through these funds and these activities, they have become a part of something. What this means for success, I really don't know, but to me, it means a lot.

I would hasten to say that the elementary children leaving my sixth grade in the school system rank at the national average, or above the national average. To me, this does not necessarily predict success in the future.

There are just many other things, the involvement of students, and experiences that we have students participating in, and I would hope that we would go now into these evaluations and not get topheavy in evaluating Federal programs from a test score standpoint only.

Mrs. MINK. Mr. Chairman, I guess my question really is whether the whole problem of evaluation is a weakness of the legislation, or an admitted deficiency in overall concepts of what actually constitutes the learning process.

I believe that the institution does not possess adequate means to evaluate, and that therefore the problem is not the legislation which this committee can correct, but that this is an area for educators to be aware of and concerned about. I realize that the legislation does require evaluation in terms of comparing the effectiveness of the program.

I wonder if I have stated the problem correctly, or do you believe that this committee could correct the law itself so as to make it easier for State departments of education and local educational agencies to do the kind of evaluation which would be meaningful?

Mr. DAVIS. I don't believe the school systems across the Nation, and especially in Alabama, where I have experience, have the technical know-how to really evaluate programs, and for this reason I would encourage that we take a look at this and if it takes legislation, or if it takes added features in these programs, to make these services available to those school systems.

I think this is what we are really saying.

Whether it is a team, or whether it is an additional appropriation, more money, I am not sure.

But we need help.

Dr. MELLOWN. You are correct in saying that this is not necessarily a weakness of the legislation. Nevertheless this is a requirement of the legislation, and it thereby gives—we read articles in the paper, and it always makes headlines in the paper, that title I is not succeeding there, that title I has failed, thereby it tends to make the entire program weaker.

It is not necessarily the legislation itself, true.

Mrs. **Mink**. I quite agree with that last observation. Thank you very much, Mr. Chairman.

The **Chairman**. Mr. Hansen.

Mr. **Hansen**. Thank you, Mr. Chairman.

Let me also extend a warm welcome to all of you this morning. I would like to pursue just for a moment the question raised by Mrs. Mink, that on the matter of evaluation which was listed among the weaknesses of ESEA, is it correct to assume that the judgment you have related here in your testimony relative to the progress made under ESEA is based on information that you consider to be relevant and valid, and that none of the irrelevant information has been used as a basis of the judgments you have made in your testimony.

Dr. **Mellown**. The information presented here is an effort, and a meager one, to show that title I has succeeded. It is certainly not an entire evaluation of the program. We feel that the information that is presented here is relevant, but taken out of context, or taken by those who may not understand the entirety of the evaluation process and the meaning of the test scores and the items that have been pointed out previously could be very misleading. We do, however, feel that the information presented here, though it is of the random sample type, is meaningful and is relevant.

We don't feel that this is true in its entirety, and we feel that taken out of context, it could be misleading, and we feel that much additional information is needed in order to be able to adequately evaluate the real value that title I has meant to Alabama and to the schools across the Nation.

Mr. **Hansen**. Do you think more staff should be allocated for the purpose of evaluation?

Dr. **Mellown**. I am not sure that staff in itself is adequate. I feel that we need a great deal more information, need more research, more action oriented research, that is, more research than is actually getting out into the field of evaluation and doing some things about it, rather than "Ivory Tower" university-type research.

We need people working in the State office of education and at the LEA levels attempting to develop more relevant information and more relevant evaluation information.

Mr. **Hansen**. But don't you need people working also within your own system, gathering and performing the evaluation functions?

Dr. **Mellown**. Yes, by all means.

Mr. **Hansen**. Then let me direct your attention to page 2 of appendix 2. Toward the bottom of that page, where staff and other personnel are listed by number for the regular term, and no staff or other personnel are assigned, apparently, to evaluations.

Two are listed for evaluations for the summer term. In view of that, do you think that there has been sufficient attention given in assignment of personnel to the evaluation function which you list as one of the weaknesses of ESEA?

Dr. **Mellown**. In looking at the total program, I would answer that question in the affirmative. I think there has been attention given. I would simply say that for an LEA such as Etowah County that is represented here—what is your allocation under title I, Mr. Davis?

Mr. **Davis**. $360,000.

Dr. **Mellown.** Three hundred and sixty thousand and they have elected, rather than to spend large amounts of money in evaluating the program, they have asked teachers to take on additional responsibilities and help them evaluate the program.

Rather than putting in a salary of an evaluator, they have put this into programs for the boys and girls. And asked the teacher to help in the evaluation himself.

We do have quite a number of people working with the evaluation, and guidance people. All of the teachers are called on to do evaluation, and——

Mr. **Hansen.** Do they, to some extent, evaluate their own programs, those that are involved in other types of programs?

Dr. **Mellown.** To some extent, yes. Both their own programs and other programs, the evaluation of the boys and girls and their work as well.

Mr. **Hansen.** Yes.

Let me direct your attention, also, to the No. 3 item in the list of weaknesses, in which I would concur, I think, with the implication of Mrs. Mink's observation, that many of these may not be weaknesses of the legislation as much as weaknesses in the administration and implementation of it.

But in No. 3, you say that there is a lack of well-trained professional educators in the Office of Education to assist the State departments of education.

Too often the Office of Education must depend upon poorly trained persons who have little educational experience, because of political or other type pressures.

Could you be a little more specific and cite examples of political and other types pressures which you feel have interfered with the administration of the program, or personnel who don't have professional qualifications?

Dr. **Mellown.** I would not want, sir, to be that specific at this point. I would say that quite often we are confronted with persons managing programs, working with programs that have very little, if any, public school education or experience and this comes usually at the much higher level than a staff level in the Office of Education, sometimes up on the commissioner's staff and persons of this level who are attempting to make policies, make decisions, and I would simply point out as one example of this type thing, program guide 57, which dealt with the matter of comparability among the schools as having been something that I think was very poorly conceived, without previous announcement and without the full awareness of the kinds of implications that this document would mean for a school system.

This program guide 57 came out in February or perhaps March, and to say that this program guide must be implemented during the current school year, and that school districts may have funds cut off.

I am aware that Congress and this committee and others reacted to guide 57, but I think this is the kind of activity that we have reference to here.

Mr. **Hansen.** The comparability directive came right from the secretary, did it not?

Dr. **Mellown.** It was, I am sure, developed below the secretary level. I believe we do not object to the comparability. It is not the idea that we are objecting to it, because certainly we concur with the idea of comparability. It was program guide 57, which I think came from the Commissioner's office.

I am not sure, sir, at this point.

Mr. **Hansen**. You are talking about as I gather from your comments, the higher echelon personnel within the Office of Education. Is that correct, who are subject to or are putting political pressures on State personnel in connection with the administration of the program?

Dr. **Mellown**. I am not saying they are bringing political pressures on us. I am simply saying that these people are, now in most cases—I assume, I am not real sure, sir—I would assume that most of these people are political appointees and they do not have the educational background to make valid judgments and make the types of decisions these are making in some cases concerning the operation of the programs, and it makes it difficult to administer programs under these circumstances.

Mr. **Hansen**. You are talking about personnel in the Office of Education being political appointees?

Dr. **Mellown**. I am not at all sure that they are political appointees. They may come through the merit system. I am saying that often they appear to have political intent in mind, and they appear to be persons who, if I, sir, or if you, sir, were employing them, would not employ them based on their merit for the given job they happen to be holding.

I see no reason for them having been appointed to certain jobs, because they seem to not be adequately trained in education programs.

Mr. **Hansen**. Could you site examples of the personnel you are talking about?

Dr. **Mellown**. I would prefer not to in the committee, but I would be glad to talk to you personally about this.

Mr. **Hansen**. It seems to me you have made a fairly serious charge against persons in the Office of Education, who are selected on the basis of merit.

We may all have our differences with any of those charged with the responsibility of administering these programs, but it would seem to me also in fairness to the people who are referred to here that the charge ought to be either withdrawn or it should be substantiated by much more concrete evidence.

Dr. **Davis**. If I may get him off the hook, I think what we are talking about here is not necessarily a charge at any one. I think it is a typical problem across the Nation, a lack of personnel.

When it comes to evaluation, we have a public that understands a good school or a good education program may be one teacher, 30 children and four walls, and you have good programs.

Yet, we know that today this will not do the job. So I think what we may be talking about here is not evaluation but a justification for more money for dissemination for keeping the public up to date.

Right now, in the case of my title I in Etowah County, the need is so great that I have to put it into services for children, leaving little for evaluation and for public information and keeping our public up to date.

So I see a real justification for increased—and for the the record I would like to say this, that we have many problems in America in education. We have done a fine job in my opinion, but I think we should identify problems in education and at the Federal level go about solving them.

I do not believe, and I understand I may be in a field by myself, as a superintendent, in general aid to education. I believe this is a problem of the local areas and the State. But in today's technological age, and the way things are coming at us, and the knowledge is coming at us so fast, I believe the Federal Government has a role here in solving the problems that would take us 10 years to do, because of lack of understanding of our public.

Mr. HANSEN. I appreciate the response, but I don't relate to the question we were talking about, and that is the competence or the political motivation of the department of education.

Dr. DAVIS. I believe I could say the same thing about my staff, and here, again, I am trying to get him off the hook, that he is not bringing a charge here. I really do not have the professionally trained personnel here to do the job, and it is another justification of increased funds, as I see it.

Mr. HANSEN. I won't pursue this point longer except that I think it should not rest here and that you should furnish for the committee a bill of particulars.

Dr. MELLOWN. May I then ask, Mr. Chairman, that in the prepared statement, weaknesses, that we simply put a period at the end of educational experience and delete that part?

I would like, however, an opportunity to discuss this further with you personally.

The CHAIRMAN. Without objection, it is so ordered.

Mr. HANSEN. And if you would——

Dr. MELLOWN. I would also like to say that this is not meant to be a global type charge against the Office of Education. They have some very fine professional people who are rendering a real service to the State educational services in the States.

We are very appreciative of their efforts and of their help. They are dedicated people who are willing to go above and beyond the call of duty to render services, and we would certainly like this to be a part of the record.

Mr. HANSEN. I just have one more question here. There is another part of your charts that I want to direct attention to and raise a question with respect to.

You have indicated some of the priority programs such as reading and guidance and so forth, on which you concentrate. But I note from some of the data furnished that behind reading the number 1 service in terms of expense is physical education.

There are also other types of training, such as driver education, ROTC, and my question is, do you consider these to be most relevant to the basic purposes of the Elementary and Secondary Education Act, specifically title I?

Dr. MELLOWN. I recently, at a statewide title I conference, raised the same question. The question is well taken. I would simply point out, however, that most of the money that is spent for physical education is spent in the elementary schools where there were no elementary physical education programs in existence prior to this, and in the opinion of the school districts of the State, this happened to be one of the priority needs that they felt should be met.

I concur, sir, that perhaps reading, or that physical education, is not the most pressing need in the State, and made such a point at a recent title I meeting in the State.

Dr. DAVIS. We feel this is where title I has been of benefit to us, through initiating a counseling program.

Somehow, then it gives a sense of direction on the part of youngsters. We feel that many of the problems of youngsters would be solved with just this step alone, if they had a better sense of direction, what to do and what services might be available.

So we go very heavy on the counseling part of it. Mr. Chairman, for the record, I would like at this time, while I have the floor, to invite members of the committee for an on-site review into Etowah County to see title I and title III programs.

We think we have very exciting things going on, and I think it is also a very exciting part of the country you would enjoy.

Mr. HANSEN. Thank you, Mr. Chairman.

The CHAIRMAN. Three brief questions. We have Dr. Briggs from Cleveland that we want to hear.

First, to what extent are you underfunded in Alabama and in your various school systems?

I address the question to Mr. Mayfield, and also Dr. Davis and Dr. Mellown. Each of you tell me to what extent you are underfunded in your respective areas in so far as taking care of the disadvantaged children under title I?

Dr. MELLOWN. I think the question raised previously as to the most pressing needs of the children of the State gets back to this question of funding.

I am sure that the districts of the State would like very much to put additional funds into other programs such as math and such as some of the other programs that come further down the list in terms of the amount of money spent for these programs.

However, they are unable to do this because of the lack of funds. The school districts then are required to make a determination as to where they will put the funds.

It is, of course, much easier to develop a reading program and to work with boys and girls in their reading programs than it is in some of the other type activities.

The CHAIRMAN. How many—how much money are you presently receiving, Dr. Mellown?

Dr. MELLOWN. During fiscal year 1970, we received approximately $40 million for the State.

The CHAIRMAN. How much do you really need to do the job that should be done down there.

Dr. MELLOWN. At least $80 million, at least twice the amount.

The CHAIRMAN. At least twice the amount you are presently receiving?

Dr. MELLOWN. Yes, sir.

The CHAIRMAN. Tell this committee whether title I has worked effectively. I don't know of anybody more able to evaluate it than the school people. Would you have expended the money in any other way if you had had a choice? Are we doing the best job possible in serving the disadvantaged?

What is your judgment about your area?

Dr. MELLOWN. I would have to say that we are perhaps not doing the best job possible. We hope we are approaching doing the best job possible for the boys and girls.

We have made mistakes. We are hopefully eliminating those mistakes as we move through the program but based on the information that is available to us, in talking to school superintendents, from looking at evaluation materials that have been presented, from all the available information that we have, we feel that title I has made a tremondous contribution to public education in Alabama.

It has caused an awareness of the problems in schools that we have been ignoring for a number of years.

The CHAIRMAN. Do you want to comment on that?

Dr. DAVIS. Yes; I would comment from this standpoint. One of the benefits that we have had to the children of our school system has been the identification of problems. We have problems now, or opportunities, as we call them, with children that we did not know existed at that time.

I think the format of title I as is should be continued, I feel like, however, that there should be some security or some sense of direction for the future, in a 3-year or 5-year program.

I think American schools will always have problems that title I can solve. We may solve the present problems, and for this reason, if we could double title I funds in our school system, it could be very well used, in a way that we could not solve problems otherwise.

The CHAIRMAN. In a way you could not solve problems otherwise.

Dr. DAVIS. We do not have the resources or the know-how.

The CHAIRMAN. Do you think title I is the best way to reach the disadvantaged, the poorest of the poor?

Dr. DAVIS. I think it is the best way. I think it has proven to be very good. I would not discontinue this at all. I think it should be expanded.

The CHAIRMAN. Do you agree with that, Mr. Mayfield?

Mr. MAYFIELD. I certainly concur that title I funds have implemented programs in our system that otherwise we could not have undertaken, and that programs which I have mentioned previously in guidance and reading and music which relate to the cultural aspects of our area, certainly those need improving, and we are not reaching the maximum number of children.

The CHAIRMAN. A couple of questions that are perhaps not relevant, but since you are from the great State of Alabama I think I will ask them.

Would it serve any useful purpose to make available a portion of title I funds for the administration's school desegregation proposal or should additional funds be provided, separate and apart from title I?

Dr. MELLOWN. Thank you. I would first simply like to point out that all of our school districts are now under court order, and we have jokingly and have seriously—half seriously said we have a real nice alternative, that we can either be in compliance or in jail.

So in this, this problem is a real problem in Alabama.

The CHAIRMAN. You say all your school districts are under court order?

Dr. MELLOWN. No; I believe there are one or two that perhaps are not.

The **Chairman**. Do you mean in the entire State?

Dr. **Mellown**. It is not a statewide court order, but I believe with one or two exceptions the school districts in the State are all under court order. So in this coming school year we will have completely eliminated the dual school system.

This presents a number of problems for school administrators in the State, in terms of alinements of schools, in increased enrollments in certain schools, and decreased enrollments in other schools.

There is a terrific need, I am sure, in the State for additional funds.

We would hope, however, sir, that we would not have to use—that title I funds would not be called on, but that additional funds could be forthcoming to help overcome this type problem.

I would be very unhappy to see title I funds used for some of the problems that arise.

Obviously, title I has helped greatly with this problem.

The **Chairman**. Would you care to comment?

Dr. **Davis**. Yes. I think it would be hard to separate the problems here, but speaking for my school system again only, I would hope that we would not use title I funds for this purpose, since we have eliminated dual school systems, and one of the school systems is not under court order.

For this reason, the answer would be "No." I don't believe that we should use those funds for that purpose.

The **Chairman**. Primarily because you are presently underfunded?

Dr. **Davis**. Right.

The **Chairman**. Is there any comment from the other gentlemen?

Mr. **Mayfield**. I concur.

The **Chairman**. Mr. Hansen has one question.

Mr. **Hansen**. Just one question, Mr. Chairman.

How much of the additional funds that you say you need would be spent on physical education and driver training?

Dr. **Davis**. I would spend none.

Mr. **Hansen**. None?

Dr. **Mellown**. The determination of meeting the most pressing needs of educationally deprived children in the State is something that is left to the local school districts and we are required, however, to determine this in the State in approving a project application.

We are required to make this determination.

Mr. **Hansen**. That is the point I want to make clearly. You have to approve the project?

Dr. **Mellown**. That is correct, yes. We would hope, sir, that very little, if any, of these additional funds would be used for such purposes as you have described.

However, we would have to look at each application and make this determination based on the information that is presented by each local school district, but again, I said that as a matter of record in the State, and I so announced at the recent title I conference, that we did not feel, as a State, that we could continue to support the fact that physcial education is receiving the largest amount of money under title I in the State.

Mr. **Hansen**. Thank you, Mr. Chairman.

Thank you.

The CHAIRMAN. Thank you very much for your appearance here this morning. I think you have been most helpful to the committee.

Our next witness has been around here on numerous occasions, one of our great city school superintendents in the country, Dr. Paul Briggs. Dr. Briggs is well known in this area.

We have two outstanding Congressmen here from the great State of Ohio, city of Cleveland, Mr. Minshall and Mr. Stokes. Mr. Stokes is a member of this committee, and I know that both of you distinguished gentlemen want to say a word concerning Dr. Briggs.

At this time, we will hear from you gentlemen.

STATEMENT OF HON. WILLIAM MINSHALL, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO

Mr. MINSHALL. Mr. Chairman and members of the distinguished committee, I do not have to repeat before you Dr. Briggs' credentials. You know them well. He has served in the educational field with distinction, first in the State of Michigan in the city of Parma, and now in the city of Cleveland, Ohio.

I know he has a very interesting statement and I know you have some very incisive questions for Dr. Briggs, which I am sure he will be able to field, and field well.

Thank you very much.

The CHAIRMAN. Now, my other distinguished colleague.

STATEMENT OF HON. LOUIS STOKES, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF OHIO

Mr. STOKES. Thank you, Mr. Chairman. It is a pleasure for me to join with my distinguished colleague, Mr. Minshall, in welcoming Dr. Paul Briggs, and his testimony before our committee today.

I certainly concur with the chairman that this gentleman needs no real introduction to this committee. Over the years he has previously testified here, and has certainly earned the respect and the admiration of the members of this committee.

We are very proud of Dr. Briggs in Cleveland.

We feel he has made an outstanding contribution not only to education in the Cleveland public school system, but also the educational system of this Nation, and I certainly heartily join with my other colleagues in extending the welcome to you this morning.

The CHAIRMAN. All right, Dr. Briggs. We are delighted to hear you. Congressman Minshall, you may come up here.

Mr. MINSHALL. Thank you, Mr. Chairman, but I am going to have to leave soon.

The CHAIRMAN. All right.

STATEMENT OF DR. PAUL W. BRIGGS, SUPERINTENDENT OF SCHOOLS, CLEVELAND, OHIO, ACCOMPANIED BY PETER P. CARLIN, STAFF MEMBER

Dr. BRIGGS. Thank you, Chairman Perkins.

The CHAIRMAN. Without objection, all your prepared statements will be submitted for the record. You have ample time. I will sit here with you all day, Congressman Stokes and Congressman Hansen and I.

Go ahead.
(The documents referred to follow:)

Statement of Dr. Paul W. Briggs, Superintendent of Schools, Cleveland, Ohio

Mr. Chairman, member of the committee: Thank you for the courtesy you have extended me both on this occasion and in the past. I am grateful for the opportunity to present my views on various legislative matters under consideration by the Congress.

May I express to you a deep sense of appreciation, both personally and on behalf of the school children of Cleveland, for the keen interest this committee has shown in improving education for America's children. We are especially grateful for the leadership the committee has offered in addressing the problems of urban children.

Today my testimony relates to Title I of the Elementary and Secondary Education Act and its benefits to Cleveland children—benefits that we proudly identify.

One of the reasons for the success of programs developed under provisions of Title I is that the Elementary and Secondary Education Act is a part of a constellation of landmark laws which complement each other in ways that have significant impact on major problems. I refer, of course, to the National Defense Education Act, the Manpower Development and Training Act, the Vocational Education, Act, the Economic Opportunity Act, the Child Nutrition and School Lunch Acts. the Education Professions Development Act, as well as others.

The local school system often finds itself in a coordinating role in implementing programs administered by such departments of the federal government as Health, Education and Welfare; Labor; Agriculture; Housing and Urban Development. In the days ahead with the rising concern for ecology, I have no doubt that school relationships with the Department of the Interior will increase.

Not only is ESEA part of a larger family of legislative enactments, but the law itself with its various titles provides the basis for a coordinated attack on educational problems. In Cleveland, for example, Titles I, II, and III have enabled us simultaneously to deal with the interrelated problems of reading deficiencies among disadvantaged children, the lack of library resources and the isolation of children from various sections of the city.

With funds provided under Title I, we have significantly improved reading abilities among the disadvantaged. With Title II resources we have provided books and other library materials throughout the city. Title III enabled us to open the nation's first Supplementary Education Center in which we brought together children from throughout the city to experience together the excitement of discovering the wonders of space and science.

I should like now to deal specifically with Title I of the Elementary and Secondary Education Act.

In Cleveland we have been careful to insure that support provided under Title I has in every instance been a supplement to and not a substitute for local resources.

The additional revenue has enabled us to mount a variety of programs. Our efforts have been concentrated on improving and reinforcing basic learning skills for the children most in need of such assistance.

During the school year just ended we had in operation twelve Title I projects serving 11,000 pupils. The projects are described in the folders attached to my statement.

PROGRAM RESULTS

After four years experience with programs financed through Title I we have convincing evidence of the value of these programs for disadvantaged children. In the critical areas of reading and arithmetic we find the data particularly encouraging.

10,000 pre-kindergarten children have been served since 1965. Their average reading readiness scores upon entering first grade was in the high average category—eight points higher than children of similar backgrounds who did not participate in the program.

In our special reading improvement program last school year for second and third grade children, the average gain was a full year's growth in reading achievement meaning that these children are reaching normal functioning in reading.

Library circulation in our elementary schools increased by more than 1,000,000 over the preceding year, showing that children are reading more.

Parents of these children, in respose to a survey, indicated that in their opinion the program had helped their children to a very great extent.

Our mathematics skill improvement program produced equally significant results. Two thousand children participated last year. Their average achievement was twice as great as during the year prior to their participation in the program. We realize, of course, that test scores can be misleading and are subject to misinterpretation. However, our results have been consistent and they do provide one important index.

Data from other Title I programs are being analyzed by our evaluators. Tentative results, however, are heartening.

Summers for children in Cleveland's inner city are no longer periods of idleness or of aimless activity. These are learning times in our city. As a matter of fact, at this very moment while I am here testifying more than 25,000 children are attending classes supported by Title I in 78 schools. They are part of the total of more than 80,000 enrolled in programs other than recreation activities this summer. The children in Title I programs are aided by 300 local college students employed as tutors. The first thing this morning all those children received a nutritious breakfast as they began the school day.

This afternoon almost 3,000 will receive instruction in water safety in the 20 portable swimming pools located on playgrounds at inner city schools.

These children are catching up academically with their more privileged contemporaries—so that when regular classes resume in September the gap will be narrowed.

As state revenues have become available for special educational services to disadvantaged children, we have been able to finance from that source several programs that had been started with Title I money. This has made it possible to provide a greater depth of service as well as to include more of the children needing help.

Among the projects in this category are the following:

> *Kindergarten enrichment* which continues the special support initiated during the pre-kindergarten child development program supported by Title I.
>
> *School camping* through which 2,000 sixth grade inner city children spend week during the school year studying with their regular teachers in the physically and intellectually stimulating environment of a well-equipped camp 14 miles from the city.
>
> *Job development* which assists graduates of inner city high schools in obtaining employment if they wish to enter the labor market instead of going to college or some other training program. This has been one of our real success stories. Of last year's graduates of the five inner city high schools, 99.5% were placed in jobs with Cleveland area businesses and industries. The annual earnings of that group total more than $5,000,000, which will bolster significantly the economic level of their families.
>
> *Teacher in-service training* through which we are able to help Cleveland teachers acquire new understandings and special skills in dealing with the needs of disadvantaged children.

SIGNS OF HOPE AND PROGRESS

Today there are signs of hope and progress in the education of disadvantaged urban children.

In one of Cleveland's large high schools serving a seriously depressed area of the city, a survey of this year's graduating class indicates that of the members of that class, fewer than half their parents had graduated from high school. In one generation, therefore, we have seen a doubling of the high school graduation rate among the families residing in that area.

In our inner city high schools the college admission and entrance rate for our graduates has increased by 100% in five years.

The number and value of scholarships and financial assistance to graduates of those high schools is up by 100% during the same period.

From no libraries in Cleveland elementary schools in 1965, we now have libraries in all 135 of our elementary schools with circulation last year of 3,500,000.

Just a few years ago hundreds of Cleveland children found themselves on waiting lists for kindergarten. Today not only is every child able to enter kindergarten as soon as he is old enough, but for 2,000 four-year-olds in our high poverty areas we offer a year of pre-kindergarten school experience.

In the past five years we have provided new classrooms for more than 25,000 children with several hundred more now under construction.

The Cleveland schools have attacked major pressing problems confronting the people of the city—

40,000 children received breakfast every day last school year

vocational education courses in our high schools increased by more than 300% in five years

in our various special programs we have offered employment to more than 250 previously unemployed residents of the inner city who serve as aides and technicians.

we have provided job training and retraining for several thousand formerly hard-core unemployed citizens.

There is a new involvement of parents and other adults in the education of children. We have more than 4,000 volunteers serving regularly in the classrooms, libraries, and laboratories of Cleveland schools, offering encouragement, advice guidance, and special technical service to children.

After a quarter century of neglect, we have begun to move forward in the revitalization of urban education. The results of the concentrated extra services are emerging. For example, on scholastic aptitude tests, the scores of Cleveland children are consistent with national norms.

THE TASK AHEAD

Yet, such evidences of progress, encouraging as they are, must not be taken as indications of a completed task but rather as promising trends showing that we can indeed revitalize education for America's neglected urban children.

I feel I must also express a note of caution about premature expectation of results. It should be remembered that the neglect of America's poor children has gone on for much of this century. The abandonment of our cities and their schools is a phenomenon of the past quarter century. To expect these ills to be corrected in the span of three or four years is most unrealistic. To suggest instantaneous solutions is charlatanism.

Recently the schools of this nation have been besieged by people with answers looking for questions. Some of these are well intentioned though uninformed persons, while others—too many—are simply mercenaries. The schools in many places have also been the targets of groups seeking a power base or a platform.

Our attention must not be diverted from the central task of facilitating and reinforcing children's learning. Our resources must not be dissipated on schemes that simply shuffle school arrangements or apply glamorous labels to costly gimmicks.

The key to school success is the learning-teaching interaction that occurs in the classrooms, libraries, laboratories, gymnasiums, and other settings within the individual school.

Our task in the years ahead is to make that interaction a more meaningful one for each child.

We must provide for every American child—from the one most intellectually gifted to the one least intellectually endowed, from the most robust to the one most physically limited, and from the one most socially and economically affluent to the one most seriously disadvantaged.

For all of them, each of them, we must provide the kind of school experience that capitalizes upon his interests and his background.

We must do more than teach the literature, history, and culture of yesterday or the mathematics, science, and economics of tomorrow. School must make emotional as well as intellectual contact with the underprivileged, the undereducated and the undermotivated. Each child must be helped to see that school can be a door to opportunity both for his personal benefit and for his development as a fuller participant and contributor to the general welfare.

THE URBAN CRISIS

This nation is rapidly becoming a collection of cities—massive urban complexes with the potential for liberating or encapsulating the human spirit. America will live or die in her cities.

A highly significant part of what occurs in America's cities will take place in the schools—schools like Cleveland's nearly 200 which enroll almost 150,000 children and youth.

The schools of my city today are making progress, but it is still an uphill climb. The people of Cleveland want good schools. They have demonstrated their desire for good schools as they have voted to double school taxes in recent years.

Our city faces many serious problems. The schools reflect and share these problems. For example, since 1965 the percentage of children in Cleveland schools from poverty homes has doubled. In 23 elementary schools at least half the children come from families who are receiving public assistance. In each of the five inner city high schools at least 40% of the students are members of families receiving public assistance.

While all our costs have spiraled, our local tax base has remained virtually unchanged, as contrasted to the upward trend in suburban areas.

America's most serious domestic challenge is the urban crisis. While we certainly do not claim that schools can solve all the city's problems, we do state with assurance that the problems will worsen and cannot be solved without attention to the schools.

THE FUTURE OF ESEA

The Elementary and Secondary Education Act has given great hope. The help which it has provided has shown that additional resources can have significant impact on the problems schools face. At this crucial time in our history just as results are beginning to reveal progress, it is essential that we take a firm position for continued support of education.

It is important that we not be distracted by the misrepresentation, the misinterpretation, and the non-representation of the role and potential of the public school. The public school in America was counted on to Americanize those coming to this land to seek freedom and opportunity. It responded with success.

The school was called upon to provide the technical training needed by American agriculture in my own school days. The response was more than adequate.

In recent years, the schools have been responsible for the preparation of a generation of men who conquered space.

What we must have now is the kind of resources necessary to support the school program that will provide for today's child of the city the equalizing opportunity that went to the immigrant at the turn of the century.

The city child today deserves compensatory attention to his plight just as the farm youth for whose special educational needs we provided a generation ago.

Now and into the future we need moon shot level attention to the education of all children especially those who must cope with the distressing weight of poverty in our inner cities.

Title I particularly and the other titles of the Elementary and Secondary Education Act require full funding.

The guidelines that cover their implementation must be consistent with the intent of Congress.

Evaluations must be honest and must take into account actual program objectives, not objectives ascribed by the evaluator.

In Cleveland we have developed a comfortable relationship with officials of our state education department and with officials of the U.S. Office of Education.

I am convinced that with the proper coordinated approach, utilizing the resources and strength of the various levels of government, we can raise the educational sights of every American child and help each to become a full and equal partner in the American dream.

Dr. Briggs. It is nice to be before the committee again. I will not read the prepared statement. I will refer to it from time to time. It is a privilege to have two distinguished Congressmen.

Mr. Minshall has distinguished himself over the years and we are fond of him in Cleveland. And having Mr. Stokes on the Education Committee gives us a great deal of honor in the city of Cleveland.

And it is nice to see the progress Congressman Stokes is making here in Washington. He has a younger brother that is getting his feet wet in politics as the mayor of our great city, and I might say this morning, Mr. Congressman, that your brother has a transportation strike on his hands.

The whole town has been put back on wheels, but everybody is driving his own car downtown. There are not enough parking places for them. They are all over city hall, and they are trying to park there.

Your brother yesterday did not have a place to park his car. He has another strike on his hands this morning, the garbage man's strike, and we're not sure which one is going to give us more concern.

Mr. STOKES. I think he would prefer to be here in Congress.

Dr. BRIGGS. I think so, too.

I want to thank the committee for hearing me again. It must be a little eerie to have a superintendent from one of the largest cities return as often as I have. I am the only superintendent in a large city that has 5 years of tenure now.

So I have had an opportunity to see this whole development of the elementary and secondary education program, and this morning I want to pay tribute to this committee for what it has done in pioneering good education for children in the city of Cleveland particularly, and while we are talking this morning about title I of the Elementary and Secondary Education Act, I think this is only one of the landmark acts, one of a family of acts.

The CHAIRMAN. Let me make an observation that title I is constantly under attack from people who I feel do not realize the good that is being done through title I insofar as the disadvantaged youngsters of the country are concerned, and we still have people that feel we should disregard title I and go in another direction, go to block grants.

It is for this reason that we are holding these oversight hearings with a view of extending the program for a longer period of time, that is, if it is justified in Congress. We want to get your experience. I have always felt that the school people know how to evaluate better than anybody else.

Like the farmer who knows when he should plow his garden and whether he does a good job, and whether he leaves cuts and ridges, you know whether you are reaching these children. We have so many people doing evaluations who don't know what it is about. That is the most disturbing thing about the whole evaluation process.

Dr. BRIGGS. I shall zero in now on this very directly and that is why I was saying that we have to view it as a family of good legislative acts, the National Defense Education Act, which had another function to perform, and the Manpower Training and Development Act had another one.

The Nutritional Act and School Lunch Acts had other functions to perform. We refer to them affectionately as the Perkins Act, the Nutrition Act.

There are others, but as far as title I is concerned, the Elementary and Secondary Act, we have found that it really has made a difference.

We have had enough time to take a look at it.

In Cleveland, the three titles under the act have enabled us to deal simultaneously with three problems, reading deficiency in disadvantaged children, and we have been able to add to library facilities, and then deal with the isolation of children with title III.

With funds provided under title I we have significantly improved the reading skills of children, among the disadvantaged children, that is.

With title II, we have provided them with books, as I say, then under title III we have a new dimension of excitement, but dealing specifically with title I in Cleveland we have been careful to insure that support under title I has been in every instance a supplement to and not a substitute for local funds, and in every one of our title I schools, an audit will show that we are spending more money than in the nontitle I schools, because this was the purpose of the act, and so we have not used it in such a manner as to reallocate funds elsewhere around the system.

We have mounted a variety of programs. Our efforts have been concentrated in improving and reinforcing the learning skills for the children who are most in need of assistance.

During the school year that has just ended we have had 12 title I projects serving 11,000 children in the inner city of Cleveland.

The projects are described in the folders you have, and I will not refer to them too closely.

After 4 years of experience with this program financed under title I, we feel we have convincing evidence of the value of the programs for the disadvantaged youth. In critical areas of reading and arithmetic we find, today, particularly some encouraging data.

(The documents referred to follow:)

THE APPROACH

During the school year 1969-70, fourteen separate Title I Projects were set up in [illegible] Cleveland Public Schools, to help bridge the educational gap for disadvantaged children in high poverty areas of Cleveland. These projects also served eligible students in non-public schools. Seven of the projects focused on specific needs of elementary children ... four served secondary students' needs ... [illegible] served both elementary and secondary students ... and one provided children [illegible] of institutions. This pamphlet explains one of these fourteen projects.

PURPOSE

The Child Development Project is Designed

1. To prepare children to enter kindergarten with greater prospects for success.
2. To help children learn to express themselves effectively.
3. To give children new experiences outside the home and beyond the classroom.
4. To try to identify children's medical, dental, social and emotional problems.
5. To help children and their families improve health and nutritional habits.
6. To involve parents in children's educational experiences.

CHILD DEVELOPMENT PROJECT

THE RESULTS

How Well Has It Succeeded?

1. Children are better prepared to enter kindergarten because:

    They are better able to think, speak and understand spoken and written words.

    They are more self-reliant and independent.

    They are better prepared to work with teachers and other children.

and

    They are generally more comfortable and capable in the classroom.

2. Parents are becoming partners with the school in the education of their children.

For further information write:

Office of Compensatory Programs
Cleveland Board of Education
1380 East 6th Street
Cleveland, Ohio

FACT SHEET

Elementary and Secondary Education Act
Title I Program

Cleveland Public Schools

THE PHILOSOPHY

The plight of thousands of children in the inner city is the most serious domestic issue this nation has faced in the twentieth century. If the schools are to be relevant in the days ahead, they must address themselves to this issue. They must do more than teach the literature, history and culture of yesterday or the mathematics, science and economics of tomorrow. They must become the doors of opportunity for the under-privileged, under-educated and the under-motivated. They must bring into the mainstream of American life those who to date have not made it.

Paul W. Briggs,
Superintendent
Cleveland Public Schools

THE CHILD DEVELOPMENT PROJECT

The Child Development Project is a unique educational experience designed to reduce the cultural gap and increase the child's readiness to enter kindergarten successfully.

BACKGROUND

How Did It Start?

When:	March, 1966 First 9-month program
Where:	High Poverty Areas of Cleveland
Who:	Pre-kindergarten children needing educationally enriching experiences

STRUCTURE

What Does It Include?

Pupils:	2,000 children per year 4 years of age
Centers:	40 centers in selected elementary schools
Classes:	2 classes per school Maximum 20 pupils per class
Staff:	1 experienced teacher, plus 1 aide, plus 2 volunteers per class Total: 4 staff members per center

PROCEDURES

How Does It Work?

Schedule:	Children attend class 1/2 day four days each week, September to June Tuesday to Friday: First Session-9:00 to 12:00 Second Session-1:30 to 3:30 Snacks served daily for both sessions Monday: Parent Activities and Education Staff In-Service Training and Planning
Curriculum:	**Divided into 4 areas:** Thinking and Speaking Effectively Understanding Written and Spoken Words Building Self-Confidence and Independence Working with Others
Class Activities:	Vocabulary Development, Storytelling, Dramatic Play, Arts and Crafts, Music and Rhythms, Number Games and Excursions
Supportive Services:	Social Work, Psychological Aid Medical and Dental Checkups and Referrals Speech Improvement Programs Breakfasts or Lunches Parent Activities and Education

THE APPROACH

During the school year, 1969-70, thirteen separate Title I Projects were set up in seventy-seven Cleveland Public Schools, to help bridge the educational gap for disadvantaged children in high poverty areas of Cleveland. These projects also served eligible students in non-public schools. Seven of the projects focused on specific needs of elementary children . . . three served **secondary students' needs** *. . . two served both elementary and secondary students . . . and one assisted children who are residents of institutions. This pamphlet explains* **one** *of these thirteen projects.*

PURPOSE

Why Was It Started?

1. To improve basic skills in reading, oral communication and mathematics
2. To improve self-confidence through success in school
3. To provide individual and group counseling
4. To facilitate successful adjustment upon return to regular school

CHILDREN-IN-INSTITUTIONS PROJECT

THE RESULTS

How Well Has It Succeeded?

Teacher observations indicate Project Students:

1. Are more knowledgeable about job opportunity requirements,
2. Show improvement in reading achievement,

   and

3. Have increased self-confidence.

Cleveland Board of Education

FACT SHEET

Elementary and Secondary Education Act
Title I Program

Cleveland Public Schools

THE PHILOSOPHY

The plight of thousands of children in the inner city is the most serious domestic issue this nation has faced in the twentieth century. If the schools are to be relevant in the days ahead, they must address themselves to this issue. They must do more than teach the literature, history and culture of yesterday or the mathematics, science and economics of tomorrow. They must become the doors of opportunity for the under-privileged, the under-educated and the under-motivated. They must bring into the mainstream of American life those who to date have not made it.

Paul W. Briggs,
Superintendent
Cleveland Public Schools

THE CHILDREN-IN-INSTITUTIONS PROJECT

The Children-In-Institutions Project is designed to provide an enriched educational program for children ages 5 to 18 who have been assigned to various residential institutions.

BACKGROUND

How Did It Start?

When: June, 1967

Where: Three residential institutions

Who: All Children in residence

STRUCTURE

What Does It Include?

Pupils: Approximately 850 per semester

All Children in residence at:

Harry L. Eastman School for Boys
Metzenbaum Children's Center
Blossom Hill
Cleveland Christian Home
The Jones Home
Ohio Boys Town
St. Anthony's Home for Boys

who are:

Assigned by Juvenile Court, The Cuyahoga County Division of Child Welfare, Family and Children's Services and Catholic Family and Children's Services

Classes: 1 to 10 pupils per class.

Staff: 11 teacher-tutors, 3 guidance counselors, 1 reading improvement teachers, for project

PROCEDURES

How Does It Work?

Curriculum: Regular subjects for grades 1–12

augmented by . . .

Reading improvement
Speech improvement
Remedial instruction in basic subjects
Personal, educational and social guidance
Occupation-oriented subjects

Schedule: 12 month school:
Monday through Friday,
except holidays

Metzenbaum: self-contained classes

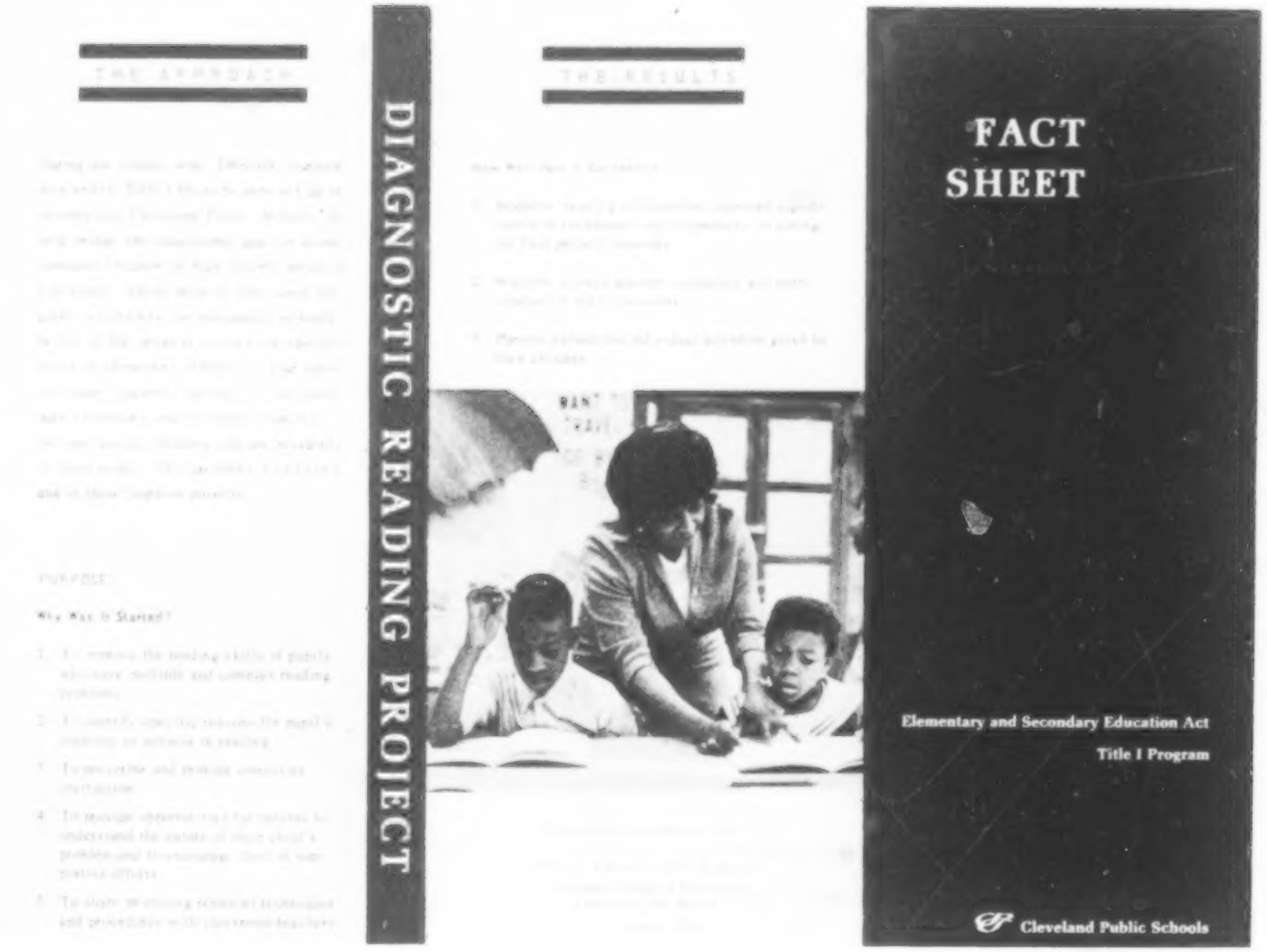
Blossom Hill: 6 periods per day, 55 minutes long

Harry L. Eastman: 7 periods per day, 45 minutes long

Cleveland Christian Home
The Jones Home
Ohio Boys Town
St. Anthony's Home for Boys
Individual and group tutoring

Special Features: Creative activities in art, music and writing
Group discussions, field trips and cultural excursions

Supportive Services: Guidance Counselor
Communication between sending school and receiving school



FACT SHEET

Elementary and Secondary Education Act
Title I Program

Cleveland Public Schools

DIAGNOSTIC READING PROJECT

THE APPROACH

[illegible]

PURPOSE:

Why Was It Started?

1. To improve the reading skills of pupils who have multiple and complex reading problems.
2. To identify specific reasons for the pupil's inability to achieve in reading.
3. To prescribe and provide corrective instruction.
4. To provide opportunities for parents to understand the nature of their child's problem and [illegible] efforts.
5. To share promising remedial techniques and procedures with classroom teachers.

THE RESULTS

How Well Has It Succeeded?

1. [illegible]
2. [illegible]
3. [illegible]

THE PHILOSOPHY

The plight of thousands of children in the inner city is the most serious domestic issue this nation has faced in the twentieth century. If the schools are to be relevant in the days ahead, they must address themselves to this issue. They must do more than teach the literature, history and culture of yesterday or the mathematics, science and economics of tomorrow. They must become the doors of opportunity for the under-privileged, the under-educated and the under-motivated. They must bring into the mainstream of American life those who to date have not made it.

Paul W. Briggs,
Superintendent
Cleveland Public Schools

THE DIAGNOSTIC READING CLINIC PROJECT

The Diagnostic Reading Clinic is designed to provide specialized in-depth service to pupils evidencing multiple and complex reading difficulties in the upper elementary grades.

BACKGROUND

How Did It Start?

When: September, 1966

Where: High poverty areas of Cleveland

Who: Selected boys and girls, having reading problems not readily corrected in the classroom

STRUCTURE

What Does It Include?

Pupils: Public and non-public school pupils
Grades 4, 5, 6 Total: 600 per year

Center: The Diagnostic Reading Clinic
Jane Addams Annex
4940 Carnegie Avenue

Groups: 40 groups per day
1 to 4 pupils per group

Staff: 1 project manager, 11 reading clinicians, 1 nurse, 2 psychologists, 1 social worker and 1 speech therapist, per project

PROCEDURES

How Does It Work?

Pupil Selection: **By principal and teacher on the basis of:**
Reading and academic under-achievement
Psychological and reading achievement test evaluation

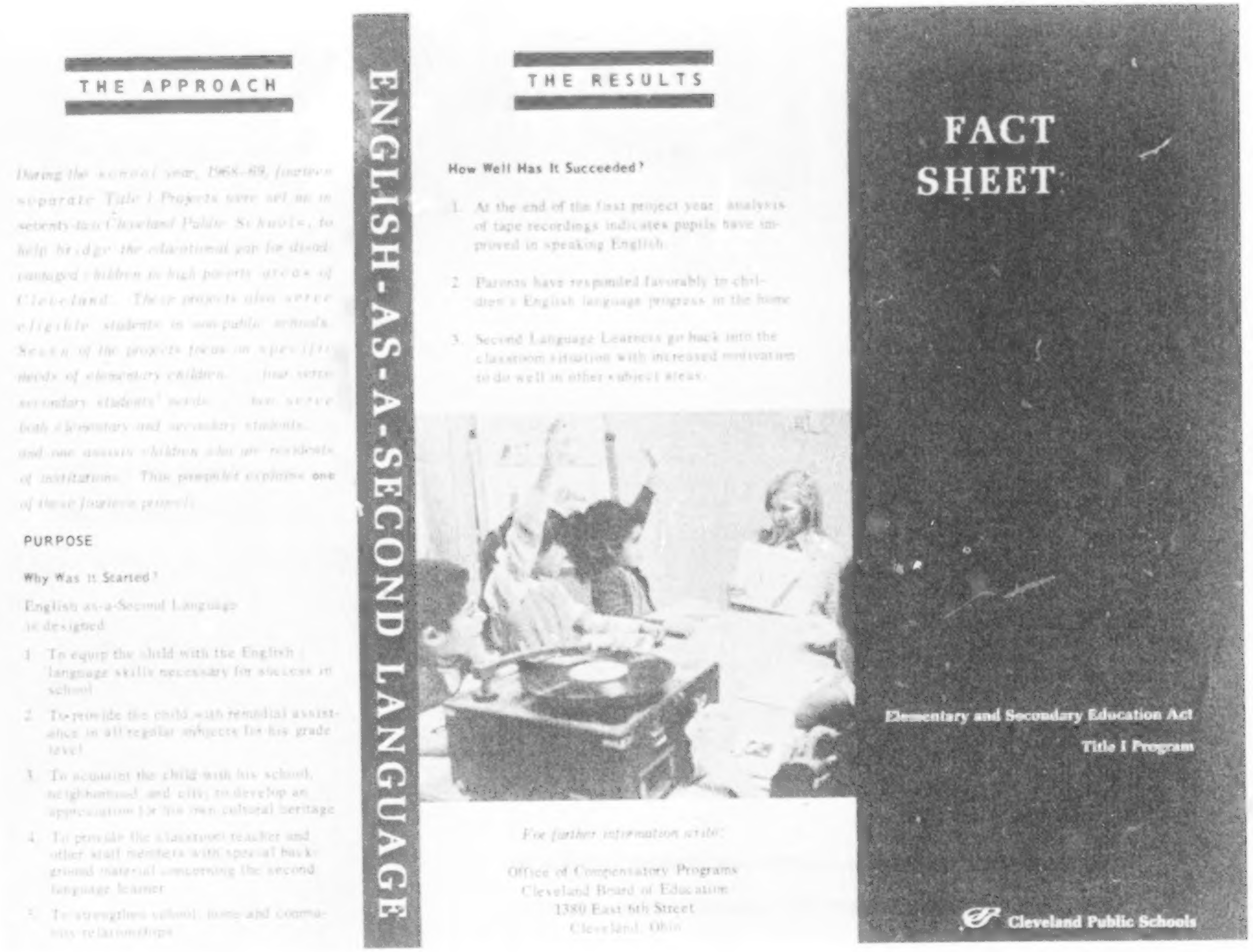
Method of Diagnosis: **Reading Clinician:**
Administers Diagnostic Reading test to determine specific areas for improvement
Selects materials appropriate for individual child's needs

Program: **Building reading competency:**
Individualized Reading Instruction
Sight Vocabulary Drills
Word Analysis Techniques
Comprehension Skills Development

Schedule: Pupils are transported from their home schools to the clinic daily.
Pupils are instructed by a reading clinician:
One hour per day
Period of 6 to 18 weeks

Special Features: Specialized reading and audio-visual equipment
Instructional games and devices
Small group instruction
Case conferences by specialists

Supportive Services: Social work
Psychological aid
Medical checkups and referrals
Speech improvement service



THE APPROACH

During the school year, 1968-69, fourteen separate Title I Projects were set up in seventy-two Cleveland Public Schools, to help bridge the educational gap for disadvantaged children in high poverty areas of Cleveland. These projects also serve eligible students in non-public schools. Seven of the projects focus on specific needs of elementary children, four serve secondary students' needs, two serve both elementary and secondary students, and one assists children who are residents of institutions. This pamphlet explains one *of these fourteen projects.*

PURPOSE

Why Was It Started?

English-as-a-Second Language is designed:

1. To equip the child with the English language skills necessary for success in school.
2. To provide the child with remedial assistance in all regular subjects for his grade level.
3. To acquaint the child with his school, neighborhood, and city; to develop an appreciation for his own cultural heritage.
4. To provide the classroom teacher and other staff members with special background material concerning the second language learner.
5. To strengthen school, home and community relationships.

ENGLISH-AS-A-SECOND LANGUAGE

THE RESULTS

How Well Has It Succeeded?

1. At the end of the first project year, analysis of tape recordings indicates pupils have improved in speaking English.
2. Parents have responded favorably to children's English language progress in the home.
3. Second Language Learners go back into the classroom situation with increased motivation to do well in other subject areas.

For further information write:

Office of Compensatory Programs
Cleveland Board of Education
1380 East 6th Street
Cleveland, Ohio

FACT SHEET

Elementary and Secondary Education Act
Title I Program

Cleveland Public Schools

THE PHILOSOPHY

The plight of thousands of children in the inner city is the most serious domestic issue this nation has faced in the twentieth century. If the schools are to be relevant in the days ahead they must address themselves to this issue. They must do more than teach the literature, history and culture of yesterday or the mathematics, science and economics of tomorrow. They must become the doors of opportunity for the under-privileged, the under educated and the under-motivated. They must bring into the mainstream of American life those who to date have not made it.

Paul W. Briggs,
Superintendent
Cleveland Public Schools

THE ENGLISH-AS-A-SECOND LANGUAGE PROJECT

The English-as-a-Second-Language Project represents a highly flexible plan which is geared to meet the language, educational, social and cultural needs of each "second language" student enrolled in the class.

BACKGROUND

How Did It Start?

When: June, 1967

Where: Poverty Areas with a high concentration of Second Language Pupils

Who: Children who are learning English as a second language

STRUCTURE

What Does It Include?

Pupils: 500 pupils per year . . .
Pre-School through Sixth Grade
Representing Puerto Rico, Mexico, Guatemala, Argentina, Peru, Poland, Greece, Germany, Israel and China

Centers: 11 elementary schools (9 public and 2 non-public schools)

Classes: 1 to 10 students per class
30 to 45 minute class periods

Staff: 1 E.S.L. teacher, 1 bilingual teacher assistant, and 1 volunteer tutor, per center

PROCEDURES

How Does It Work?

Curriculum: Students receive the regular instruction for their grade

augmented by . . .

Emphasis of 3 Basic Areas:
Language Development
Cultural Appreciation
Remedial work in other subjects

Class Activities: **Written and Oral Exercises:**
Sentence pattern, Vocabulary, Pronunciation, Dialogues, and Language games

Audio-Visual Reinforcement:
Filmstrips, movies, records, and tape recordings

Field Trips

Schedule: Students attend E.S.L. classes as part of the school day.

Attendance-based on need:
twice weekly
daily
twice daily

Thursday afternoons: home visits, field trips, and staff development

Supportive Services:
Social work
Psychological testing
Parent education
Translating and interpretation services
In-service training for school staff members
Foreign language report cards

THE APPROACH

During the school year, 1968–69, fourteen separate Title I Projects were set up in seventy-two Cleveland Public Schools, to help bridge the educational gap for disadvantaged children in high poverty areas of Cleveland. These projects also serve eligible students in non-public schools. Seven of the projects focus on specific needs of elementary children . . . four serve secondary students' needs . . . two serve both elementary and secondary students . . . and one assists children who are residents of institutions. This pamphlet explains one *of these fourteen projects.*

PURPOSE

Why Was It Started?

1. To improve academic achievement
2. To improve school adjustment in terms of:
   Attendance
   Attitude
   Behavior
3. To increase parental involvement in school related activities of their children

LEARNING LABORATORIES PROJECT

THE RESULTS

How Well Has It Succeeded?

Approximately two out of three students attained higher school marks at the end of the first project semester.

Girls showed significant improvement in self-esteem at the end of the semester.

Project teachers reported that flexibility of instruction and reduced class size made the greatest contribution to improved learning.

For further information write:

Office of Compensatory Programs
Cleveland Board of Education
1380 East 6th Street
Cleveland, Ohio

FACT SHEET

Elementary and Secondary Education Act
Title I Program

Cleveland Public Schools

THE PHILOSOPHY

The plight of thousands of children in the inner city is the most serious domestic issue this nation has faced in the twentieth century. If the schools are to be relevant in the days ahead, they must address themselves to this issue. They must do more than teach the literature, history and culture of yesterday or the mathematics, science and economics of tomorrow. They must become the doors of opportunity for the under-privileged, under-educated and the under-motivated. They must bring into the mainstream of American life those who to date have not made it.

Paul W. Briggs,
Superintendent
Cleveland Public Schools

THE LEARNING LABORATORIES PROJECT

The Learning Laboratories Project revises the conventional pattern of instruction . . . utilizing employment-oriented laboratory experiences to improve learning skills and attitudes toward school.

BACKGROUND

How Did It Start?

When: February, 1968

Where: Senior High Schools in high poverty areas of Cleveland

Who: Selected 10th grade students characterized by:
- Under-achievement
- Overage for grade
- Skill deficiency in Reading
- Poor attendance

STRUCTURE

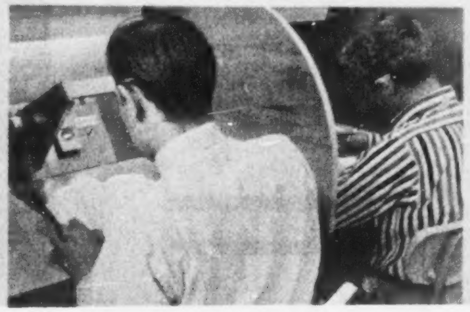
What Does It Include?

Pupils: 2[illegible] selected 10th grade students:
130 boys and 80 girls

Centers:
East
East Tech
Glenville
John Hay
Thomas Edison

Classes: 2 classes per center
20 students per class

Staff: 1 additional Guidance Counselor 1/2 time, 2 additional teachers, and 1 teacher aide, per school



PROCEDURES

How Does It Work?

Curriculum: The Standard 10th Grade Curriculum

plus. . .

Special development of written and oral communications skills
Correction of reading difficulties

and. . .

Instruction in:

For boys: Small engine and appliance repair

For girls: Commercial foods and clothing

Schedule: **Block Periods Daily:**
3 period block: English, Social Studies and Reading
3 period block: Vocational Education
1 period: (3 times weekly) Group Guidance
1 period: (2 times weekly) Physical Education

Special Features:
Increased individual and group counseling
Fewer pupils per teacher
Opportunity to earn extra credits toward graduation
Additional instructional staff
Medical-dental checkups and referrals

THE APPROACH

During the school year, 1968–69, fourteen separate Title I Projects were set up in seventy-two Cleveland Public Schools, to help bridge the educational gap for disadvantaged children in high poverty areas of Cleveland. These projects also serve eligible students in non-public schools. Seven of the projects focus on specific needs of elementary children; four serve secondary students' needs; two serve both elementary and secondary students; and one assists children who are residents of institutions. This pamphlet explains one *of these fourteen projects.*

PURPOSE

Why Was It Started?

The Pre-Primary Project is designed to help immature children develop a readiness for school in terms of improved:

1. Communication Skills
2. Medical and Dental Health

and

3. Social Skills

PRE-PRIMARY PROJECT

THE RESULTS

How Well Has It Succeeded?

After the first project semester, the majority of the children were recommended for admission to regular school classes

because:

1. There was marked improvement in the children's self image.
2. There was a positive change in their communicative skills.

and

3. They were more socially competent and mature.

[illegible]

FACT SHEET

Elementary and Secondary Education Act
Title I Program

Cleveland Public Schools

THE PHILOSOPHY

The plight of thousands of children in the inner city is the most serious domestic issue this nation has faced in the twentieth century. If the schools are to be relevant in the days ahead, they must address themselves to this issue. They must do more than teach the literature, history and culture of yesterday or the mathematics, science and economics of tomorrow. They must become the doors of opportunity for the under-privileged, the under-educated and the under-motivated. They must bring into the mainstream of American life those who to date have not made it.

Paul W. Briggs,
Superintendent
Cleveland Public Schools

THE PRE-PRIMARY PROJECT

The Pre-Primary Project provides young children, who have been temporarily excused from school, with experiences that will aid them in developing the social and learning readiness necessary for admission into an appropriate school program.

BACKGROUND

How Did It Start?

When:	February 1, 1968
Where:	Elementary schools located in high poverty areas
Who:	Children temporarily excused from school due social, emotional, and/or intellectual immaturity

STRUCTURE

What Does It Include?

Pupils:	160 children, ages 5 to 7	
Centers:	Dike George W. Carver Parkwood Dunham	Margaret A. Ireland Rosedale Tremont Wooldridge
Classes:	2 classes per school Total 16 classes Maximum 10 pupils per class	
Staff:	1 experienced teacher and 1 teacher aide, per school; 1 educational rhythmics specialist and 1 specialized music aide, for project	

OUR WORK
FORMS

PROCEDURES

How Does It Work?

[illegible]	Pupil selection based on individual psychological evaluation
[illegible]	**Areas of development:** Communication skills Social competencies Perceptual skills Motor coordination
Class Activities:	Sensory discrimination activities, role playing, music and rhythms, arts and crafts, story experiences, motor coordination activities, and field trips

Schedule:	2 1/2 hours per day, 4 days per week, September to July **Tuesday to Friday:** 2 Sessions: 8:50–11:20; 12:50–3:20 Snacks served daily **Monday:** Staff planning, parent education, case staffing, and home visitations **Wednesday, (Monthly):** Parent Advisory Committee Meetings
Supportive Services:	Social work, psychological, medical, dental, speech improvement, and home-to-school transportation

PRODUCTION WORKSHOP PROJECT

THE APPROACH

During the school year, 1968–69, fourteen separate Title I Projects were set up in seventy-two Cleveland Public Schools, to help bridge the educational gap for disadvantaged children in high poverty areas of Cleveland. These projects also serve eligible students in non-public schools. Seven of the projects focus on specific needs of elementary children . . . four serve secondary students' needs . . . two serve both elementary and secondary students . . . and one assists children who are residents of institutions. This pamphlet explains one *of these fourteen projects.*

PURPOSE

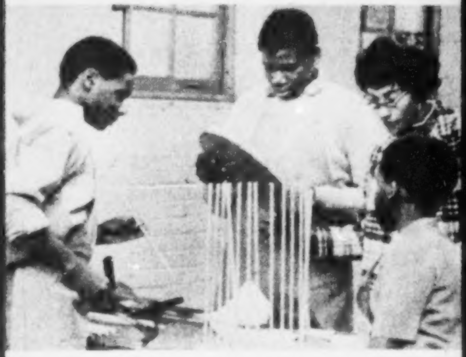
Why Was It Started?

1. To improve achievement in basic learning skills.
2. To increase pupils' interest in obtaining an education.
3. To make pupils aware of on-the-job requirements.
4. To assist pupils in learning of job opportunities.

THE RESULTS

How Well Has It Succeeded?

1. Students gained approximately five months in reading skill during three months of project instruction . . . almost double the increase expected.
2. Both boys and girls attained an average increase of one letter grade at the end of the first project semester.
3. Students' attendance improved significantly, shifting from an average of 70 days (for the semester preceding the project) to 78 days during the first project semester.



For further information write:

Office of Compensatory Programs
Cleveland Board of Education
1380 East 6th Street
Cleveland, Ohio

FACT SHEET

Elementary and Secondary Education Act
Title I Program

Cleveland Public Schools

THE PHILOSOPHY

The plight of thousands of children in the inner city is the most serious domestic issue this nation has faced in the twentieth century. If the schools are to be relevant in the days ahead, they must address themselves to this issue. They must do more than teach the literature, history and culture of yesterday or the mathematics, science and economics of tomorrow. They must become the doors of opportunity for the under-privileged, under-educated and the under-motivated. They must bring into the mainstream of American life those who to date have not made it.

Paul W. Briggs,
Superintendent
Cleveland Public Schools

THE PRODUCTION WORKSHOP PROJECT

The Production Workshop Project combines laboratory work experience with the instructional program for a learning environment uniquely adapted to the needs of disadvantaged children.

BACKGROUND

How Did It Start?

When: February, 1968

Where: Junior High Schools in high poverty areas of Cleveland

Who: Selected 9th grade students characterized by
Under-achievement
Skill deficiency in Reading
Overage for grade
Poor attendance

STRUCTURE

What Does It Include?

Pupils: 160 selected 9th grade students: 80 boys and 80 girls

Centers:
Addison
Patrick Henry
Rawlings
Willson

Classes: 2 classes per school
20 pupils per class

Staff: 1 additional Guidance Counselor 1/3 time, 2 additional teachers, and 1 teacher aide, per school

PROCEDURES

How Does It Work?

Curriculum: The Standard 9th Grade Curriculum

plus. . .

Special development of basic learning skills
Experience in supervised work training

and. . .

Instruction in:
For boys: Metal and wood products
For girls: Production clothing and foods

Class Activities:
Making and selling products
Studying under supervision
Learning about employment opportunities

Schedule: **Block Periods Daily:**
2 period block: Social Studies and English
2 period block: Math and Supervised Study
3 period block: Production Workshop
1 period weekly: Group Guidance
1 period(2 times weekly) Physical Education

Special Features:
Payment for work experience
Fewer pupils per teacher
Additional instructional staff
More individual counseling
Services of Psychologist, Home Visitor and Social Worker
Medical-dental checkups and referrals

THE APPROACH

During the school year, 1968-69, fourteen separate Title I Projects were set up in seventy-two Cleveland Public Schools, to help bridge the educational gap for disadvantaged children in high poverty areas of Cleveland. These projects also serve eligible students in non-public schools. Seven of the projects focus on specific needs of elementary children . . . four serve secondary students' needs . . . two serve both elementary and secondary students . . . and one assists children who are residents of institutions. This pamphlet explains one *of these fourteen projects.*

PURPOSE

Why Was It Started?

The Reading Improvement Project is designed

1. To improve the reading ability of primary grade children.
2. To help parents understand and support their children's efforts in reading.
3. To demonstrate successful instructional techniques to classroom teachers.

READING IMPROVEMENT PROJECT

THE RESULTS

How Well Has It Succeeded?

1. Three out of 4 pupils improved in reading performance during first project semester.
2. Teachers noted improved participation in class activities.
3. Boys in particular showed significant improvement in reading.

For further information write:

Office of Compensatory Programs
Cleveland Board of Education
1380 East 6th Street
Cleveland, Ohio

FACT SHEET

Elementary and Secondary Education Act
Title I Program

Cleveland Public Schools

THE PHILOSOPHY

The plight of thousands of children in the inner city is the most serious domestic issue this nation has faced in the twentieth century. If the schools are to be relevant in the days ahead, they must address themselves to this issue. They must do more than teach the literature, history and culture of yesterday or the mathematics, science and economics of tomorrow. They must become the doors of opportunity for the under-privileged, the under-educated and the under-motivated. They must bring into the mainstream of American life those who to date have not made it.

Paul W. Briggs,
Superintendent
Cleveland Public Schools

THE READING IMPROVEMENT PROJECT

The Reading Improvement Project is designed to support children's reading success in the primary grades. It is viewed as a corrective program geared to prevent reading failure.

BACKGROUND

How Did It Start?

When: February, 1966

Where: High poverty areas of Cleveland

Who: Selected boys and girls requiring new intensive approaches to reading

STRUCTURE

What Does It Include?

Pupils: Public and non-public school pupils. Grades 1, 2, 3. 1200 to 1500 per year

Centers: Full time: 26 elementary schools
Part-time: 8 elementary schools

Classes: 5–6 classes per school,
8–10 pupils per class

Staff: 1 Reading Consultant, 1 adult aide, and 1 Volunteer, per center

PROCEDURES

How Does It Work?

Curriculum: Basic reading program of Cleveland Public Schools

augmented by . . .

New materials
Different teaching approaches
Small group instruction

Schedule: 45 minutes additional reading instruction daily

Class Activities: Concentrated vocabulary and comprehension development activities
Word attack procedures
Creative writing
Listening and following directions

Supportive Services: Workshops for teachers
Parent education in reinforcing instruction
National educational consultants for staff training

THE APPROACH

During the school year, 1969-70, thirteen separate Title I Projects were set up in seventy-seven Cleveland Public Schools, to help bridge the educational gap for disadvantaged children in high poverty areas of Cleveland. These projects also served eligible students in non-public schools. Seven of the projects focused on specific needs of elementary children . . . three served secondary students' needs . . . two served both elementary and secondary students . . . and one assisted children who are residents of institutions. This pamphlet explains **one** *of these thirteen projects.*

PURPOSE

Why Was It Started?

1. To provide individualized and small group instruction to overcome mathematics difficulties.
2. To enable each child to experience some success in mathematics each day through a variety of methods.
3. To involve parents in the solution of their children's academic difficulties.

MATHEMATICS SKILLS IMPROVEMENT

THE RESULTS

How Well Has It Succeeded?

1. Students' mathematics achievement improved significantly at each grade level.
2. Both boys and girls showed greater interest in mathematics during class time.
3. Most students developed a sense of pride in their daily accomplishments.

For further information write:

Office of Compensatory Programs
Cleveland Board of Education
1380 East 6th Street
Cleveland, Ohio

FACT SHEET

Elementary and Secondary Education Act
Title I Program

Cleveland Public Schools

THE PHILOSOPHY

The plight of thousands of children in the inner city is the most serious domestic issue this nation has faced in the twentieth century. If the schools are to be relevant in the days ahead, they must address themselves to this issue. They must do more than teach the literature, history and culture of yesterday or the mathematics, science and economics of tomorrow. They must become the doors of opportunity for the under-privileged, under-educated and the under-motivated. They must bring into the mainstream of American life those who to date have not made it.

Paul W. Briggs,
Superintendent
Cleveland Public Schools

THE MATHEMATICS SKILLS IMPROVEMENT PROJECT

The Mathematics Skills Improvement Project provides a mathematics laboratory where emphasis is placed on daily successful learning experiences, under the guidance of a mathematics consultant.

BACKGROUND

How Did It Start?

When: February, 1968

Where: Elementary Schools in high poverty areas of Cleveland

Who: Children in grades 3, 4, 5, 6, who are one year or more below grade level in mathematics

STRUCTURE

What Does It Include?

Pupils: 1800 children per year

Centers: 30 elementary schools in high poverty areas of Cleveland

Classes: 6 to 7 classes per day in each school
10–12 pupils per class

Staff: 1 mathematics consultant per school
Adult community volunteers per school

PROCEDURES

How Does It Work?

Curriculum: Child receives standard curriculu
for his grade with his class

plus. . .

Special instruction based on diag
nostic tests centered on each
child's needs in:

- Basic facts
- Counting
- Place value
- Problem solving

and. . .

Fundamental operations of:

Addition	Multiplicatio
Subtraction	Division

Class Activities: Individually or in small groups, children work with:
- Magnetic and flannel devices
- Number lines
- Games
- Multibase blocks
- Unifix materials
- Mathematical balances

Individualized chalkboard work and worksheets

Schedule: Remedial Mathematics: One 40 minute period a day
Regular Instruction: Balance of d

Special Features: Reduced class size
Cooperation between the mathematics consultant and classroom teacher
Parent involvement

FACT SHEET

RESIDENT TUTOR PROJECT

Elementary and Secondary Education Act
Title I Program

Cleveland Public Schools

THE APPROACH

During the school year, 1968–69, fourteen separate Title I Projects were set up in seventy-two Cleveland Public Schools, to help bridge the educational gap for disadvantaged children in high poverty areas of Cleveland. These projects also serve eligible students in non-public schools. Seven of the projects focus on specific needs of elementary children, four serve secondary students' needs, two serve both elementary and secondary students and one assists children who are residents of institutions. This pamphlet explains one *of these fourteen projects.*

PURPOSE

Why Was It Started?

The Resident Tutor Project is designed to make available to eligible pupils:

1. Help in remedying specific learning difficulties as and when they become evident.
2. Added reinforcement in major subject areas.

   and

3. Opportunity for personal association with a successful college student.

THE RESULTS

How Well Has It Succeeded?

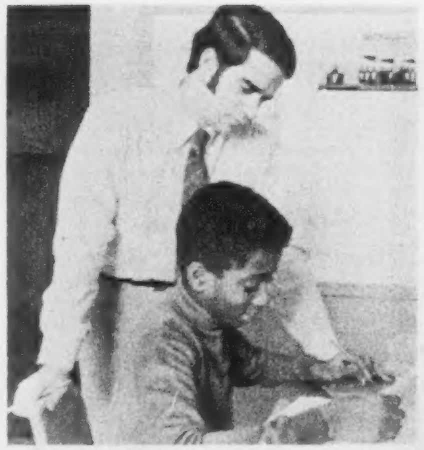
1. For the initial group of 1000 tutees there was improvement in understanding subject concepts, and in their ability to follow directions.
2. Their attitude toward school became more positive.

   and

3. Their participation in regular classroom activities increased.

[illegible]

[illegible]



THE PHILOSOPHY

The plight of thousands of children in the inner city is the most serious domestic issue this nation has faced in the twentieth century. If the schools are to be relevant in the days ahead, they must address themselves to this issue. They must do more than teach the literature, history and culture of yesterday or the mathematics, science and economics of tomorrow. They must become the doors of opportunity for the under-privileged, the under-educated and the under-motivated. They must bring into the mainstream of American life those who to date have not made it.

Paul W. Briggs,
Superintendent
Cleveland Public Schools

THE RESIDENT TUTOR PROJECT

The Resident Tutor Project employs tutors to work, on a regular schedule, to reinforce learning and strengthen basic skills of selected pupils, and to assist these pupils in improving their self-image.

BACKGROUND

How Did It Start?

When:	June, 1968
Where:	High poverty areas of Cleveland
Who:	Public and non-public elementary and secondary pupils needing individual reinforcement instruction

STRUCTURE

What Does It Include?

Pupils:	3500 to 5000 pupils weekly
Centers:	56 selected public Elementary Schools 16 selected public Secondary Schools 23 selected Non-Public Schools
Staff:	1 Project Manager, 1 Staff Assistant, (part-time) and 235 tutors, for project 1 to 7 tutors, per school

Tutors are . . .

College students
Some are Teacher Trainees

Preference given to graduates of Cleveland inner-city high schools

PROCEDURES

How Does It Work?

Pupil Selection:	Classroom teachers identify pupils needing tutoring *or* . . . Pupils or parents may request tutoring services
Subject Areas:	**Elementary**. Reading and Mathematics **Secondary**: Reading, English, Mathematics, Social Studies, and Science
Activities:	Drill on facts and vocabulary Assist with homework Supervise skill practice Listen to oral reading Attend regular in-service tutor training
Materials:	Games, puzzles, supplementary books, and other learning materials and devices suggested by teachers
Schedule:	**Tutors work with children:** Individually or in groups of 4 or less 2 to 3 days per week, 2 to 3 hours per day During regular school hours At times determined by principal and teacher

THE APPROACH

During the school year, 1969–70, thirteen separate Title I Projects were set up in seventy-seven Cleveland Public Schools, to help bridge the educational gap for disadvantaged children in high poverty areas of Cleveland. These projects also served eligible students in nonpublic schools. Seven of the projects focused on specific needs of elementary children . . . three served secondary students' needs . . . two served both elementary and secondary students . . . and one involved children who are residents of institutions. This pamphlet explains one *of these thirteen projects.*

PURPOSE

Why Was It Started?

1. To sustain and strengthen academic achievements of educationally disadvantaged students.
2. To improve school-community relations.
3. To provide recreational and other supportive services for children.
4. To provide additional opportunities for students to fulfill academic requirements.

SUMMER SCHOOL PROJECT

THE RESULTS

How Well Has It Succeeded?

1. Students are better prepared to begin school in September

   because . . .

   They show improvement in academic skills,

   and

   Their attitude toward school and education is more favorable.
2. Community-school relations are more harmonious in school areas where summer schools have been conducted.

For further information contact:

Office of Compensatory Programs
Cleveland Board of Education
1380 East 6th Street
Cleveland, Ohio

FACT SHEET

Elementary and Secondary Education Act
Title I Program

Cleveland Public Schools

THE PHILOSOPHY

The plight of thousands of children in the inner city is the most serious domestic issue this nation has faced in the twentieth century. If the schools are to be relevant in the days ahead, they must address themselves to this issue. They must do more than teach the literature, history and culture of yesterday or the mathematics, science and economics of tomorrow. They must become the doors of opportunity for the under-privileged, under-educated and the under-motivated. They must bring into the mainstream of American life those who to date have not made it.

Paul W. Briggs,
Superintendent
Cleveland Public Schools

THE SUMMER SCHOOL PROJECT

The Summer School Project is designed to provide a variety of educational and social experiences to enrich the backgrounds of educationally disadvantaged children.

BACKGROUND

How Did It Start?

When:	June, 1966
Where:	Elementary and secondary schools in high poverty areas of Cleveland
Who:	Children from kindergarten through 12th grade and Special Education pupils

STRUCTURE

What Does It Include?

Pupils:	20,000 to 25,000 children per summer
Centers:	50 Elementary Schools 11 Secondary Schools 1 Special School for Blind and Deaf
Classes:	Average Class size: 15 to 20: elementary 15 to 25: secondary
Staff:	Principal, teachers, librarians, tutors, and volunteers, for each center

PROCEDURES

How Does It Work?

Curriculum:	An Extension of these Regular Projects: Pre-Primary Special Reading Instruction Mathematics Skills Improvement English-As-A-Second Language Resident Tutor **Elementary** Reinforcement in Reading and Mathematics **Secondary** Reinforcement in Reading, English, and Mathematics Makeup in English, Mathematics, Social Studies and Science; *and. . .* Orientation for new junior high school pupils
Class Activities:	Small group instruction Reading and mathematics devices, tutoring, audio-visual activities, and field trips
Schedule:	Students attend classes 1/2 day, 5 days per week for 6 weeks, June to August
Supportive Services:	Parent activities, breakfast and mid-morning snack, day camping, gardening, and swimming

THE PURPOSE

"The Talking Typewriter Project" was started in May of 1969 . . .

1. To offer a new programmed, computerized approach to reading for pupils who have encountered difficulty.
2. To up-grade teacher competency in current promising reading techniques.
3. To foster the support and cooperation of parents in the education of their children.
4. To provide small group and individualized instruction designed to reinforce specific reading skills.

TALKING TYPEWRITER PROJECT

THE APPROACH

During the school year, 1969–70, thirteen separate Title I Projects were set up in seventy-seven Cleveland Public Schools, to help bridge the educational gap for disadvantaged children in high poverty areas of Cleveland. These projects also served eligible students in non-public schools. Seven of the projects focused on specific needs of elementary children, . . . three served secondary students' needs . . . two served both elementary and secondary students . . . and one assisted children who are residents of institutions. This pamphlet explains one of these thirteen projects.

For further information write:

Office of Compensatory Programs
Cleveland Board of Education
1380 East 6th Street
Cleveland, Ohio

FACT SHEET

Elementary and Secondary Education Act
Title I Program

Cleveland Public Schools

THE PHILOSOPHY

The plight of thousands of children in the inner city is the most serious domestic issue this nation has faced in the twentieth century. If the schools are to be relevant in the days ahead, they must address themselves to this issue. They must do more than teach the literature, history and culture of yesterday or the mathematics, science and economics of tomorrow. They must become the doors of opportunity for the under-privileged, the under-educated and the under-motivated. They must bring into the mainstream of American life those who to date have not made it.

Paul W. Briggs,
Superintendent
Cleveland Public Schools

THE TALKING TYPEWRITER PROJECT

"The Talking Typewriter" is a computer-based instrument designed to allow a student to learn at his own pace while it continually encourages his participation and edits his responses. The use of this machine allows each student to have a personal classroom, a personal teacher, and a personal course of study. While in the typing booth one can see, hear, record and type words, sentences, and paragraphs.

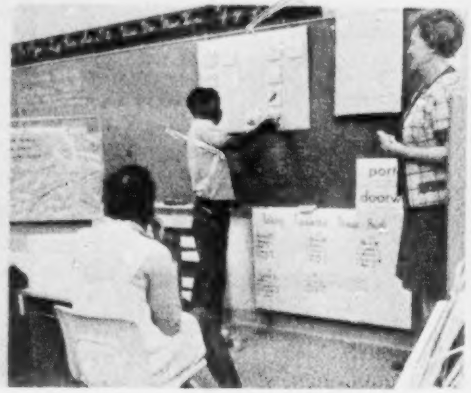
STRUCTURE

How Is It Organized?

Pupils: 500 boys and girls in grade four
Approximately 100 adult education participants

Center: Supplementary Education Center
1365 East 12th Street
Fourth Floor

Staff: 3 Reading Consultants, Child's Home School Teacher, and 4 Teacher Assistants for Project.



PROCEDURES

How Does It Work?

Schedule: Day classes selected to participate are transported with their classroom teacher to the typewriter site.

Day: 2 classes of 30 students each
2 hours daily for 6 weeks

Evening: 1 class of 20 students, 2 hours, twice weekly

Program: A complete language arts program is designed to strengthen reading skills previously developed and to reinforce skills requiring attention.

Classroom teachers assist in designing and carrying out this individualized program.

Activities: Each person's two hour session is divided into several phases:

1. Preparation for typewriter
2. Typewriter lesson
3. Skill reinforcement
4. Variant related classroom activities

Supportive Services: Nurse, social workers, psychologist, speech therapist, and several resident tutors

THE APPROACH

During the school year, 1968–69, fourteen separate Title I Projects were set up in seventy-two Cleveland Public Schools, to help bridge the educational gap for disadvantaged children in high poverty areas of Cleveland. These projects also serve eligible students in non-public schools. Seven of the projects focus on specific needs of elementary children . . . four serve secondary students' needs. . . two serve both elementary and secondary students. . . and one assists children who are residents of institutions. This pamphlet explains one *of these fourteen projects.*

PURPOSE

Why Was It Started?

The Transition Project is designed . . .

1. To improve pupils' achievement in major subject areas.
2. To improve pupils' attendance and class participation.
3. To encourage greater parental involvement in school-related activities.
4. To assure successful adjustment to the junior high school program.

TRANSITION PROJECT

THE RESULTS

How Well Has It Succeeded?

1. One out of two students increased his reading skills beyond expectancy during the first project semester.
2. Three out of five students appeared ready to to make a successfel adjustment to the regular junior high school program at the end of the first project semester

   because of. . .

   greater interest in school
   better study habits
   longer attention span

   and. . .

   more self-confidence.
3. Parents have become more involved in the education of their children.

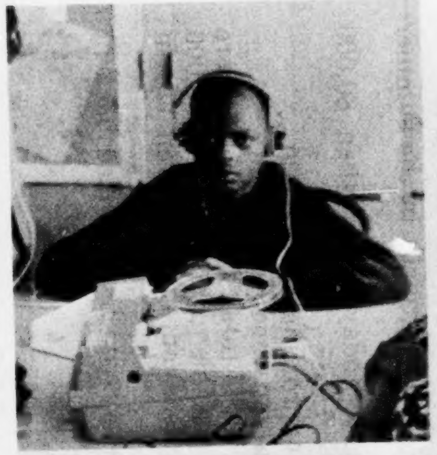
For further information write:

Office of Compensatory Programs
Cleveland Board of Education
1380 East 6th Street
Cleveland, Ohio

FACT SHEET

Elementary and Secondary Education Act
Title I Program

Cleveland Public Schools



THE PHILOSOPHY

The plight of thousands of children in the inner city is the most serious domestic issue this nation has faced in the twentieth century. If the schools are to be relevant in the days ahead, they must address themselves to this issue. They must do more than teach the literature, history and culture of yesterday or the mathematics, science and economics of tomorrow. They must become the doors of opportunity for the under-privileged, the under-educated and the under-motivated. They must bring into the mainstream of American life those who to date have not made it.

Paul W. Briggs,
Superintendent
Cleveland Public Schools

THE TRANSITION PROJECT

The Transition Project enables participating seventh grade pupils to make the adjustment into the secondary school aided by special supportive services and an adapted and enriched curriculum.

BACKGROUND

How Did It Start?

When: September, 1966

Where: Junior high schools in high poverty areas of Cleveland

Who: 7th grade pupils who need:

Assistance in basic skills developments
Greater social maturity and academic preparation for junior high school success

STRUCTURE

What Does It Include?

Pupils: Approximately 1,200 selected seventh grade pupils

Centers: 11 public junior high schools
1 non-public junior high school

Classes: From 2 to 10 per school
Maximum 25 pupils per class

Staff: **Each class has:**
1 teacher, 1 teacher aide, 4 resource teachers part-time, and one additional guidance counselor part-time

PROCEDURES

How Does It Work?

Curriculum: Content areas of the standard 7th grade curriculum organized in units related to everyday living

featuring. . .

Team teaching in major subject areas:

One teacher-leader per class with resource teachers in Social Studies, English, Mathematics and Science

Schedule: **Block Periods Daily:**

4 period block: English, Math Social Studies, Science and Supervised Study
2 period block: Home Economics and Industrial Arts
1 period: Music
1 period: Physical Education or Group Guidance

Special Features: Specially adapted learning materials:

Newspaper, catalogues, special maps, charts, models
Added instructional supplies

Individualized instruction
Extra field trips
Graded on "Pass–Fail" basis

Supportive Services: Medical-dental check-ups and referrals
Additional guidance services
Home visitor
Continuing in-service training for teachers and aides

Dr. **Briggs**. For example, 10,000 children, preschool, prekindergarten children, have been served since 1965. The average reading readiness scores of these children are eight points higher than other similar children not involved in our preschool program.

In special reading programs in the inner city today, in our second and third grades this last year, for the first time we found that the the reading scores of these individual youngsters indicate that they are gaining at the national average.

This has not been true previously.

These are hard scores. We are not attempting to get a public relations reading on this.

Library circulation in the Cleveland public schools this last year was up $1 million over a year ago. That is another kind of evaluation.

Children are taking books home and reading them. Parents of these children, when we asked them what they thought of the kinds of programs they were getting under title I were almost unanimous in their praise of the program saying that has been good.

In the mathematics skills program, we have found that we produced equally significant results. This last year, almost 2,000 children participated in such a program. Their average achievement was twice as great as during the year period for the same children, which indicates that kind of concentration in the field of arithmetic and mathematics is working.

Data on other title I programs are now being analyzed and we have some indications that we are going to see, I think, some real hard data telling us it has been successful.

This is summer time. Summer for the children in the inner city is no longer a period of idleness.

This morning in the city of Cleveland, there are 25,000 children in special programs under title I. Now they are a part of 80,000 in summer school this summer. Only 4 years ago, 5 years ago, we had 7,500 children in summer school.

I have a chart here that shows the kind of growth in the summer school enrollment.

The **Chairman**. You mean you have today better than 80,000 children, or 85,000 children?

Dr. **Briggs**. 85,000 children out of approximately 150,000.

The **Chairman**. Out of 150,000 disadvantaged youngsters?

Dr. **Briggs**. Yes; 150,000 total, but of the total, 25,000 of these are disadvantaged children out of a total possible group of about 35,000 disadvantaged; 25,000 of our 35,000 disadvantaged children are in summer school this summer.

The **Chairman**. How many did you say you had enrolled back in 1965 before the enactment of this program?

Dr. **Briggs**. About 7,500 total.

We have gone from 7,500 to 87,000.

The **Chairman**. You have gone from 7,500 to 87,000 since 1965?

Dr. **Briggs**. This is some kind of evaluation, when we say we want evaluation.

The **Chairman**. It is an evaluation that some people have completely overlooked. It speaks for itself.

Dr. **Briggs**. That is correct. This morning, 300 local college students are working as tutors with Cleveland school children in disadvantaged areas.

The CHAIRMAN. To what extent are you paying for this program with title I funds?

Dr. BRIGGS. The 300 college students?

100 percent out of title I funds.

Also this morning the disadvantaged children of the city of Cleveland had a breakfast, which is true of every morning in the school year, and this afternoon, approximately 3,000 inner city disadvantaged children in the city of Cleveland will be learning to swim in 20 portable swimming pools.

These swimming pools were purchased 3 years ago. The funds were allocated in 1967, in that budget year, I believe. They are still in use, and probably have 5 to 7 more years of use.

The CHAIRMAN. Off the record.

(Discussion off the record.)

Dr. BRIGGS. We are practically on a 12-month school basis, and there are many programs you can see in the summer that you can't see other times; 20,000 children in Cleveland have gardens, each child under the guidance and direction of a trained horticulturist.

If you want to see some real excited youngsters, you go—you ought to see these youngsters who began in April selecting the seeds and talking about what they were going to plant and planting their seeds and tilling the soil this summer and cultivating their garden.

One family told me the other day that all of the green on their table this summer has come from a garden that a fourth grader was cultivating.

We are using space in town. Some is urban renewal property that does not have buidlings on it yet. We are turning it into exciting gardens for children.

One of the real inner city areas, and Congressman Stokes, you know the area about Wade Park, where I was told we could not have a garden because it would be destoryed.

We tried it last year. There wasn't a single beanstalk pulled up or a single watermelon stolen, or anything else, and those youngsters had a harvesting like you never saw.

This is happening in the summer, and for some of these exciting things——

The CHAIRMAN. I just wish a lot of the other school districts had the vision to do some of the things you are doing now.

Dr. BRIGGS. Sir, we could not have done it without title I, because we had money designated for a specific purpose, disadvantaged children, and it has turned out to be very exciting.

Also this has turned out to be seed money in our State. We went to the State legislature and said we needed more money than what we were getting in the Elementary and Secondary Education Act, and that we needed it for disadvantaged children for some of the things we could not do with the ESEA money.

Therefore we now have a foundation that is allowing us to do additional things. This has produced kindergarten enrichment money from the State foundation. Unfortunately due to new guidelines in our State, it became out of bounds for us to spend title I money on school camping—I can't understand it, but somebody in his wisdom said he thought that was not a proper expenditure—and we got the State to pick it up.

We are continuing a very excellent campaign program that was started first by title I, and is now being continued. I think we have one of the few States where title I money can't be used for camping.

JOB DEVELOPMENT

Last year or a year ago this June, in our five inner city high schools, we placed 99½ percent of the students who wanted jobs.

Now some were going to college, some were getting married, and some were going into the armed services. But last September, of those wanting jobs who graduated from our inner city high schools, there were only five students who were not placed. It would appear with the tougher market situation this year, that we are going to end up with between 85 and 90 percent of placement of our inner city graduates on jobs.

We have calculated how much last year's graduates earned as a result of the placement problem, and this is approximately $5 million.

This is approximately $5 million of new money, payroll money from business and industry, going into the inner city. If we have 5 more years of this kind of a success story I think we are going to see a real difference in the inner city.

I think I can already, Congressman Stokes, see some differences because of this.

Teacher in service training programs and other things that started in title I have been shifted to other funds. There are signs of progress.

Title I was probably one of the finest pieces of legislation ever written.

We have recently graduated a class from one of our inner city high schools. I think this is one you are pretty familiar with, Congressman, East Tech.

Here we found in one generation, as we took a look at the parents of the children who graduated a couple of weeks ago, we found that less than one-half of the parents had gotten to high school.

Now this generation is graduating from high school, which would indicate that the dropout rate is down considerably from one generation ago.

Our inner city high schools have experienced in the last 5 years a 100-percent increase in college admissions. The number and the value of scholarships has also gone up.

When we look back 3 years, we find 3 years ago the amount of scholarships earned by our students in Cleveland going on to college was about 3 and a fraction million and this year it exceeded 6 million.

We now have a program for taking our students who are C students, in the middle section of the graduating classes and providing them with scholarships.

Businesses provide this. However, we did use title I funds to set up the machinery for it.

Here we find after 2 years of experience, that better than 80 percent of our inner city high school graduates going to college are remaining in college and succeeding, while the State average for all students is something a little above 50 percent.

The holding power of the inner city and the inner city child is greater than the average in the State.

Here a few years ago we thought that the inner city child, particularly if he was not in the upper one-third, could not make it.

We are finding him—we are finding many of these students, when they find that they can go to college, and are given some assistance and given some followup after they get there, that their achievement in college is greater than it was in high school.

The CHAIRMAN. Off the record.

(Discussion off the record.)

The CHAIRMAN. On the record.

You mentioned a few moments ago and I interrupted you, something about food, or school lunch and you never did complete that statement, about a meal that you were serving.

Dr. BRIGGS. Every morning in the school year we give breakfast to 42,000 children. We are putting our money in breakfast and in food rather than in truant officers.

We could have spent the money for truant officers and sent them out to chase the kids and get them to school, but my experience has been that the truant officers have never been able to run as fast as youngsters.

We put the money in breakfasts.

The CHAIRMAN. I think that was a wonderful decision.

Dr. BRIGGS. And it is working, and the youngsters enjoy it and it is a great experience, and I have to say it is a tribute to the teachers of the city of Cleveland.

I thought they would object to coming to school and having to meet a little early with the children for breakfast, and I was ready to negotiate with the union and to talk with the union with a concession, and we did not have to do this.

The teachers tell me that this is a great experience, because what it has done, when you get a youngster feeling good about school and good about his teacher at the beginning of the day, then he is an easier child to teach later in the day, and it is a great program.

We are just beginning to get the hot lunch program really moving into our schools. We have a multimillion dollar kitchen, and when you come to Cleveland I would like to have you see it.

It is built partially by title I funds, and we can turn out 19,000 meals daily.

The CHAIRMAN. You prepare them in that one kitchen and then take them all over the city?

Dr. BRIGGS. Yes. This is a deep freeze kitchen. We freeze at 350 degrees below zero. We deliver to the schools once a week a full menu for the whole week.

It is the delivery that kills us as far as expenses are concerned. We will be able next year in that same kitchen with a few adaptations to turn out 60,000 meals a day, and this was started by funds from title I, and then picked up under the Nutrition Act and so on.

I think we have put together five different funds to get this one funded. It took some time doing it, it took some coordination with county, with State, and with many divisions of our Federal bureaucracy.

The CHAIRMAN. There is no way to keep us from rambling and getting away from the subject matter in these hearings, but from the standpoint of the adequate funding of the school lunch program, how much more money will you have to receive from the Federal Government before every child in your city in need will be able to get a free school lunch, and breakfast?

Dr. BRIGGS. We are not in too much trouble on breakfast. We have found a very efficient and economical way of serving breakfast.

I wish I could answer it in dollars and cents. I will be glad to go back and try to give you an answer.

The CHAIRMAN. Would you submit that in the next 2 or 3 weeks and consider the latest appropriations that are made available?

Dr. BRIGGS. Yes.

(The document referred to follows:)

CLEVELAND PUBLIC SCHOOLS,
CLEVELAND, OHIO, *August 12, 1970.*

Hon. CARL D. PERKINS,
Congress of the United States,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: Several weeks ago when I appeared before your Committee you asked me to give you our food costs in Cleveland and to project these costs if we were to feed all of our school children.

Our present program includes:

45,195 children from low income families in 66 elementary schools who are served breakfast

13,649 children from low income families in 20 elementary schools who are served lunch

19,601 pupils from low income families in 43 secondary schools who are served lunch.

The costs involved in the present programs for serving children breakfast and lunch in the Cleveland Public Schools are:

Breakfast—Elementary schools:	
Food and labor cost (per serving)*	0. 28
Capital outlay, in schools (per child)*	3. 60
Lunch—Elementary schools:	
Food and labor cost (per serving)	0. 67
Capital outlay, in schools (per child)*	39. 93
Capital outlay, central kitchen (estimated per child)*	31. 82
Lunch—Secondary schools:	
Food and labor cost (per serving)	0. 885
Capital outlay, in schools (estimated per child)*	202. 98

* One-time

These costs are based on present programs at today's material and labor costs.

By using the above figures it would be easy to estimate both the per person services cost and the one-time capital outlay cost necessary to mount the programs.

It is always nice to work with you and the members of your committee.

Sincerely,

PAUL W. BRIGGS,
Superintendent.

The CHAIRMAN. I was not hesitant myself to tell the President—he has stated and he reiterated when he signed the recent School Lunch Act, that he intended to feed every child a free or reduced price school lunch by Thanksgiving this year.

Dr. BRIGGS. That is going to be a big order, but it is a worth while one.

The CHAIRMAN. I told him I thought it was a big order, and that we may have to find additional funds somewhere along the line.

If my figures are correct, in the 1971 budget we have more money than has ever been budgeted before for our free and reduced price lunches.

If my figure is correct, we have a figure of, including the special milk program, or rather not including the special milk program, $684 million budgeted, and we have a special milk program in addition to that of $104 million, which makes about $788 million.

But notwithstanding this amount of money, we need more money to do this job, and I think we can get more money, to speak frankly, and I know some of the members on this side of the aisle feel the same way I do about our working together.

I would like for you to make a study so that you can actually give us a report, and any other witnesses that are here this morning, the State of Alabama and other places, on the extent that you can efficiently use and really need additional funds for school lunch programs.

The CHAIRMAN. Go ahead.

Dr. BRIGGS. I might say in this respect that we have been putting up approximately $4 in the school lunch program for every $1 that we have been getting from the Federal Government.

This last year we ran a deficit of about $300,000 above what we had appropriated locally. But we feel this program is so important that we must continue to move in the area.

I do have a chart here that shows what has happened in library circulation in the Cleveland public schools by small children, since 1967. We have gone from about 1 million books being circulated a year up to 3½ million that small children are taking home each year.

I think this shows children are interested in reading and that something good has happened there.

Dr. BRIGGS. Just a few years ago hundreds of Cleveland children were on our waiting list for kindergarten. Today not only every child in Cleveland is in kindergarten, but over 2,000 4-year-olds in the highest poverty areas are in prekindergarten programs.

In the last 5 years we have been able to build new classrooms for 25,000 children. That has allowed us to accommodate some of the programs that we could not have accommodated that we have discussed here earlier this morning.

But these funds have been provided by additional money provided by the local taxpayers of Cleveland. Vocational education in our city has gone up 300 percent in 5 years.

We are preparing the children for jobs. Very special programs offered employment to more than 250 people indigenous to the inner city to come in and work as aides and technicians within the Cleveland school system.

Most of these individuals are residents and they live in the neighborhood of the school, and some of the money for these 250 has come from title I moneys.

The use of title I money also has allowed us to set up the machinery whereby today we have 4,000 volunteers working free in the Cleveland schools.

These volunteers come not only from the city, but from the suburbs around the city. We have got great talent in the volunteer group that comes in daily into the inner city of Cleveland to work with our children in the libraries, laboratories, and so on.

It would appear to me that after about a quarter of a century of real neglect, we have just started the move forward in revitalizing urban education, and the results of concentrated extra services are beginning to emerge.

The scholastic aptitude tests are showing that there is a consistent improvement. Yet we have got a long way to go, and I think we have also got to express a note of caution about premature expectations of results.

It should be remembered that the neglect of America's poor children has gone on for nearly a century. We have almost abandoned our cities and their schools for at least a quarter of a century, and now under the Elementary and Secondary Education Act we are taking a new look at urban education.

Recently the urban schools of this Nation have been besieged by people who have many answers and are looking for questions. Some of these are well intentioned, though uninformed people, and others, too many, are simply mercenaries with some kinds of packages to sell us.

The schools in many places have also been the targets of groups wanting to use the school as a power base or to use the school as a platform.

Our attention must not be diverted from the central task of facilitating and reinforcing children's learning.

This is what school is about. Our resources must not be dissipated on schemes that simply shuffle school arrangements. The key to school success is the learning, teaching, interaction that occurs in the classrooms, the shops, laboratories, gymnasiums and on other sites within the school then and the community that the school works with.

We have got to provide every American child from the most intellectually gifted to the least, from the most needy to the most affluent, from the most robust to the weakest, with quality education.

We can not allow our urban schools to become just schools for the poor and schools for the black. This is happening rapidly in this country.

I think ESEA is the one single piece of legislation that if properly used, can do most to stop this trend.

Our Nation is rapidly becoming a mass of urban complexities with a potential for liberating our people, and I think we have got to exploit this approach.

The schools of my city are making progress, but it is still an uphill climb. People of Cleveland want good schools. They have demonstrated this by voting a 100 percent increase in school taxes in the past 5 years. So while there has been more revenue coming from the Federal Government, the percent of increase locally has been rather dramatic.

Our city faces many serious problems. The schools reflect a share of these problems. For example, since 1965, the percent of students in Cleveland schools from poverty homes has doubled.

I would like to show a diagram here.

Since 1966, in that year we had 11 percent of our enrollment from poverty homes. Today we have 23 percent of our enrollment from poverty homes.

The CHAIRMAN. Quote the figures, Dr. Briggs.

Dr. BRIGGS. It has gone up to 36,000 children.

In our city, and I don't know whether this is true in other cities, but I think it might be, for the first time since 1967, the enrollment has started to go down.

But what is happening as the enrollment goes down, the percent of children from poverty is going up.

If this is happening across the country this is one of the most dangerous indicators that we have yet seen. It tells us that if we're going to solve the problems of the city we have got to move fast.

A 100-percent increase in poverty level children since 1967.

The CHAIRMAN. Since 1967?

Dr. BRIGGS. Yes. If we want to go back to 1950 it is over a 500-percent increase of children from poverty level homes.

I think we had better take a real look at seeing to it that elementary and secondary education money is earmarked for poverty areas.

It may mean that in the days ahead we will have a greater concentration, and if so, we will have a greater opportunity to attack the problems of poverty children. They are now in our cities and the percentages are growing.

Now during this time costs have spiraled. I would like to show what has happened here to the local tax base. The local tax base in the city of Cleveland has remained almost constant. In the city of Cleveland, we have had, since 1962, an increase in the tax base, the assessed valuation, of 2.2 percent.

In our country, in the suburban areas in the same period, the tax base has gone up 35.4 percent. In other words, the source of income locally has gone up only 2.2 percent.

Last year, by the way, it went down.

I took a little look at some other cost figures during the same time. The cost of groundbeef has gone up 29 percent.

The cost of general trades labor has gone up 80 percent. The cost of coal has gone up 66 percent. The cost of milk has gone up 28 percent. But the base of taxation for schools in our city has only gone up 2.2 percent. This tells us that we have got to continue to take a look at funds from sources other than the local tax base.

America's most serious domestic challenge today is in the urban centers and we are in real financial trouble.

I think the future of the Elementary and Secondary Education Act should be a bright one. I think it has produced some marvelous results, at least in our city. The help which it has provided has shown that additional resources can make a significant impact on the problem.

Then at this crucial time in our history, just as results are beginning to bring about progress, it is essential that we take a firm position for continued support of education, particularly through acts such as the Elementary and Secondary Education Act.

The guidelines that cover the implementation of this act must be consistent with the intent of Congress, and we have tried to keep it that way in our city.

Evaluations must be honest, and must take into account actual program objectives, not objectives ascribed by a visiting evaluation.

In Cleveland, we have developed a comfortable relationship with officials, our State department of education, and particularly with officials of the U.S. Office of Education, and with Members of the Congress of the United States.

I am convinced that with the proper coordination of approach, utilization of resources and strengths at the various levels of government have to be brought into play as we plan for better education.

In conclusion I would like to say that we are only 6 years away from the date when this Nation will be 200 years old. Let's not allow this Nation to enter its 200th birthday without making more strides in the direction of solving the educational problems of the children of our cities.

I will not be satisfied that we are doing our utmost until we are willing as a Nation to spend as much money on the child of the ghetto as we are on the child in the most affluent suburb adjacent to that ghetto.

Thank you.

The CHAIRMAN. Thank you, Dr. Briggs, for a wonderful statement. You have stated that a financial crisis exists in education today, and all the other witnesses appearing before this committee have likewise stated that.

The gentleman from Alabama made the statement this morning that they could well utilize 50 percent more money than they are presently getting.

What is the amount of your funding in Cleveland?

Dr. BRIGGS. $6,785,000.

The CHAIRMAN. What do you really need to do the job, and what should the Federal Government make available to your great city under title I if we intend to do the job that should be done without delay, considering of course the amount that you can efficiently utilize.

Dr. BRIGGS. We could even very easily utilize within the next 12 months twice the appropriations we had last year.

The CHAIRMAN. Without any waste?

Dr. BRIGGS. We could mount a program twice as large as we had last year.

The CHAIRMAN. If we continue to delay making the funds available that would allow you to continue to mount a program twice as large, tell the committee the harm that we would be doing to your school system.

Dr. BRIGGS. I think it is the harm we are doing to children. We are talking about children who are isolated, children who have not moved too far out in exciting experiences in life, children in an ugly environment, without good music, without good art.

The kind of environment that the child of suburbia has at his fingertips. We have got to think in terms of the individual experiences that should be made available to these children.

The child of the ghetto is a child who is isolated and a child that the school or society must expose to the enrichments of life.

It can't be done by the home, and we can't wait two generations for this. Three generations from now maybe it will be done by the home, but in this generation, I think society has to move in. We may even have to go into services, food services farther than a lunch program.

We may have to go down below 4 years of age, from a nutritional standpoint, getting to children early, because much damage has—that is done is done in the early years. All research is showing that.

Children learn faster then and better and their parents are set because of the boundaries that are built around them physiologically as a result of good nutrition or bad nutrition.

We have got to see to it that we have a lot of other activities for children. The schools and society have to provide them.

We are working very closely with the city of Cleveland in some of these respects where we are joining hands with the city as we are developing summer programs and weekend programs.

Neighborhoods where the homes have no books or reading materials ought to be neighborhoods where our libraries are open on Sundays and Saturdays and evenings.

This takes money. We have not even explored these kinds of possibilities yet. This is why I say if we are going to have real exciting programs for children, if we are going to move them out faster and jump on some hurdles, it is going to take money.

We could very easily, comfortably, mount programs with twice the funds we have now but this would not be the ultimate, because we cannot eventually settle for less than the same expenditure level for the ghetto child as we do for the suburban child.

The CHAIRMAN. By not fully funding title I, ESEA, you are indirectly telling the committee that the Congress is derelict in responsibility. Am I correct?

Dr. BRIGGS. This is right, and, Mr. Perkins, I have in front of me some data that I think is almost shocking.

I am looking at the name of one of our schools, Crispus-Attick School where 82 percent of the children come from welfare homes.

I am looking at another school, with almost 1,000 children in it where 780 of the 1,000 come from welfare homes.

As I look down the list of our schools in Cleveland, I count 23 before I get down the list to where less than 50 percent of the children come from welfare homes.

Twenty-three school buildings have better than 50 percent children from relief homes.

The CHAIRMAN. Your total school enrollment is 150,000.

Dr. BRIGGS. Yes, of which 35,000 are from relief homes. It is unusual to be off of relief, instead of on relief.

The CHAIRMAN. One additional question. You know the problem of taxation in your city, the local resources available. It appears to me that the Congress should not kid itself that the ghetto areas in the cities can do more, but that greater responsibility from the standpoint of financing education must come from the Congress.

Am I correct in that statement?

Dr. BRIGGS. You are absolutely correct, and as evidence of it, between now and when we closed our spring term, we are having to drop 500 teachers in the city of Cleveland because of lack of resources.

The CHAIRMAN. Instead of spending 4 million or 4½ million, we really should be spending 10 million this year, or 10 billion, and 15 billion the next year and 20 billion the following year, to do the job in this country.

I think it would pay real dividends myself. Before we finish, have you had a chance today to glance at the President's proposal for school desegregation?

Dr. BRIGGS. No, I have not.

I have a copy of it; one was handed to me this morning. I have not had a chance to read it yet.

The CHAIRMAN. From what you read in the papers do you feel that we should take any of title I funds for this purpose?

Dr. Briggs. I think anything that you do that takes away from title I is going to deprive children of quality education where they are now found. If we're going to give additional funds for other programs, let's appropriate this from other resources.

The Chairman. Appropriate from other resources.

As you have read from the papers, what has been your impression of the proposal, Dr. Briggs?

Dr. Briggs. I try to refrain from drawing impressions from what I read in the papers until after I have had a chance to talk with the people involved.

I think there is no question but what we have got to do something; do something dramatic about the isolation of children, and I am not sure we have the answer as yet.

But we have got to do something about it, and it is going to cost money. I think it is sad to have double school systems.

We can't do that. We have got to move in the area of desegregation. I think we have got to find some more imaginative ways than what we have found to date.

As Congressman Stokes knows, in the section of our city where we have gone in and bulldozed 50 acres of black ghetto housing out and now are building 50 acres of high rise housing, we are asked to build a new school in this area, which we are.

The Chairman. My only purpose is to seek guidance. I don't want to chair a committee and not take action if I know the action to take.

Dr. Briggs. The point I want to make on this housing thing is, Mr. Chairman, the school that we are putting there is going to be just as integrated as that 50 acres of housing, not 1 inch more and not 1 inch less, and if the Federal Government wants an integrated school there they had better integrate their housing.

I think the time has come that while we have got to look for new ways of integration, we can't just put it on the shoulders of the schools.

If we are not willing to integrate the community and integrate housing, it is now unfair to ask the schools to do a job that society and the Government itself will not face up to.

I am for integration. I want integration. I want more imaginative programs, but we have got to have some teamwork with some other units of the Government.

The Chairman. To do this job, aside from de facto segregation, where we have de jure school situations that have been built up over the years, what in your judgment is the best way? Should we authorize school construction, or the proposal of the President?

I am just seeking a little guidance here.

Dr. Briggs. I don't know. I think that there are some do-ables that we have not worked on as much as we should in the country. I am looking right now at a sheet that is before me.

I think part of integration is integration of staff. I don't think it is right in a situation like ours or any other great city to have white children who never have a good black teacher, or black children never have a good white teacher.

Sometimes we can't do what we want to with students because of locations, but we can do something with staffing. I noted that we now have 37 percent of the teachers in the city of Cleveland as of last year.

It is more now; 27 percent of our principals are black, 46 percent of our assistant principals are black, which tells you the direction we are going.

This means we will have more black principals next. Thirty percent, or 27 percent, rather, of all our counselors are black.

Then as I look at some other cities, I find 7 percent black teachers not 37 percent.

I find 4 percent black principals, not 27 percent. I find 6 percent black assistant principals, not 46.

I think there are some do-ables that we can do. I think there are other ways of mixing children. The committee designed the title III program, we had a project started before title III was approved, that called for doing some things in a great big old warehouse downtown where we bring kids.

We bring them from all over town, and here we do those things we can't do in the neighborhood school, and black and white and rich and poor and parochial and public school kids do these things together, and in 6 years of operations, 5 years, of operations, rather, of that project, I have only one bad letter from a parent saying, "I don't like the racial mix".

The **Chairman**. You mean in a title III program you brought these children together?

Dr. **Briggs**. Yes. We do it every day.

The **Chairman**. What do you bring them there for? Tell the committee the purposes. I know it is an innovative type of program.

Dr. **Briggs**. We have one area that is devoted to sciences and space. We borrowed from NASA about $4 to $6 million worth of space equipment. It is—the astronauts come in and talk to our children. Apollo 10 astronauts were there 1 week after they had circled the moon, working with Cleveland children. We have got another floor devoted to the study of the community, where we have recreated the original Cleveland, where we have a new kind of mix that shows what Cleveland is made up of and the ethnic backgrounds and the richness of all of the people of Cleveland, the black and the white.

Here we have working members of the Cleveland orchestra, with our talented youngsters. Also most of the members of the Akron Symphony have been on our staff from time to time.

This is where we can bring in great talent to work with our youngsters both black and white, simultaneously, at the same time, and we are doing things that could never be done at a neighborhood level.

We hired the Cleveland Orchestra last year for 1 week to rehearse. We put beside them a kid from the ghetto in every one of the positions of the orchestra, and we paid them $25,000 to rehearse.

It was worth it, because we brought in the best talent we had, and here we had a one-to-one relationship between the best talented kids in the ghetto with a violin or a horn, or with the person who played the first fiddle in the Cleveland Symphony.

It did something for the orchestra as well as for the youngsters. But this is what I mean by exciting, innovating experiences that parents will fight to get their youngsters into. I think there are some things that we can do where we can have integration. I am disappointed in our waiting for housing and other things to straighten up so that our schools can easily be integrated.

But we can do many of these other things, and I think maybe a commission on isolation of children might be in order.

The CHAIRMAN. Mr. Stokes.

Mr. STOKES. Thank you, Mr. Chairman.

First, Mr. Chairman, I would like the record to show that the gentleman who sits by the side of Dr. Briggs, and who has so ably assisted him this morning, is Mr. Peter Carlin of the Cleveland public school system.

I am certain, Mr. Chairman, after we listened to the testimony of Dr. Briggs this morning that everyone in this room can see why we are so very proud to have him in the city of Cleveland.

I might say to you that the time that Cleveland was fortunate enough to secure his services, the city of Cleveland faced one of the worst crises in the Nation. We had some very tense strife and turmoil existing between the Cleveland public school system and the public at large.

It was because of his able leadership that Cleveland was able to survive that situation and move on to the kind of progress that this committee has heard about this morning.

I think I have just one question, Mr. Chairman, Dr. Briggs has done such an able job this morning, but I am interested in a point raised by the chairman earlier, in reference to persons who are not educators making evaluations of educational programs.

Now I recently read in the newspaper, and I have not had any official communication from this particular department of the Federal Government, but I read in the newspaper where the Department of Health, Education, and Welfare was sending a group known as the PEPSI, into several cities around the country to evaluate title I programs.

From the newspaper account, I learned that these evaluators consist of young college students who are being sent into these several communities to evaluate the title I programs there.

Now I would be interested in knowing, and I am certain the chairman of this committee and the other members of our committee would be interested in knowing whether in the city of Cleveland these evaluators have contacted you and our school board to secure your cooperation.

We would like to know what, if anything, you can tell us about this particular program.

Dr. BRIGGS. Mr. Chairman, Congressman Stokes, I read the same articles you did and the dateline was Washington on the articles I read.

I immediately contacted HEW and inquired about the program, and found that there was little knowledge that I could get from the contact. I said that we had a history of real cooperation, and that we would continue to cooperate, but I thought if this was an evaluation, we would like to know who was going to evaluate and what their credentials were.

It would be like my going in and evaluating a surgeon taking out someone's appendix. I am not too qualified in that field. I wanted to know the qualifications of those coming in to evaluate title I.

I was told that there was no information available at the moment, but that they sensed I felt rather strongly on this, and that there would be someone contacting me.

I objected again. A Dr. Avert from HEW who heads the project, came to the office to visit me——

The CHAIRMEN. May I interrupt for just a moment? You go right ahead, Congressman Stokes.

I will be back in about 5 minutes, and we will see that Mr. Hansen has ample time to question the witness.

I will be right back, you just remain.

Mr. STOKES (presiding) Dr. Briggs, continuing, I have found in talking to Dr. Avert that this is an experimental program in possibly six cities, that will evaluate not only education, but also health and welfare matters. The explanation was that the Federal Government would like to find a cheaper way to evaluate programs than using specialists so they would use college students who would not be majors in education, by the way, and they would interview people on the street relative to the program that this was an economy package and an experimentation in economy.

By the way, the price tag is $900,000 for nine cities. Recently six major cities had an in depth evaluation by professionals which cost $600,000.

I asked for further information what would be evaluated. They said why we want to evaluate title I. But what in title I?

The answers were nebulous. I checked with a couple of the other cities and found out that they also were unable to find out the point of the evaluation other than that it is an experiment in attempting to find more economical ways to evaluate programs.

I was told that we would be given further information before the evaluations took place. I believe that the team is in town now, but there have been no contacts with us. I don't know the thrust of the evaluation.

I don't know the purpose for it. I don't know the model of the evaluation. I do know we have had nine evaluations this year from the Federal Government, and they have been good. We like evaluators.

I am not sure we need the 10th.

Mr. STOKES. I would certainly agree with you, Dr. Briggs.

Do you have any idea of the kinds of questions they ask?

Dr. BRIGGS. I said, please, will you give me just one question that you are going to ask, just one?

They said, well, we will probably ask the students in the elementary schools to tell us whether their teachers are qualified. That is the limit of the information I have, Congressman. I am sure it will be all right, Congressman, but I still don't know what it is.

Mr. STOKES. It will be interesting to see what kind of evaluation comes out of this process.

Dr. Briggs, I have to answer the quorum, too, and then I will return. Our chairman, I think would like for you to remain.

(Whereupon, a brief recess was taken.)

The CHAIRMAN. Let me take this opportunity, Dr. Briggs, to compliment you on an outstanding statement to the committee. Undoubtedly you have been most helpful to the committee, as you have always been in the past.

I personally will look forward to your return again to give further assistance to the committee on some future date.

Mr. RADCLIFFE. Could I say one brief thing?

The **Chairman**. Yes.

Mr. **Radcliffe**. Sir, do you have any problem in Cleveland with comparability?

Dr. **Briggs**. No, we do not. In every case, we are spending more in our ghetto schools than we are in our nonghetto schools, which was the intent of the act, and we are living up to the intent of the act.

Mr. **Radcliffe**. Thank you.

The **Chairman**. Let me again thank you for your appearance here today. The committee will recess until 9:45 tomorrow morning.

(Whereupon, at 1 p.m. the Committee on Education and Labor recessed, to reconvene at 9:45 a.m., Thursday, July 9, 1970.)

(The following letter was submitted for the record:)

Ross School District,
Ross, Calif., July 7, 1970.

Hon. Carl D. Perkins,
Chairman, Committee on Education and Labor, Congress of the United States, House of Representatives, Washington, D.C.

Dear Mr. Perkins: I am sending you a copy of research reported in the current July–August issue of *California School Boards*. The subject is pertinent to your investigation regarding Federal aid and its benefits to school districts.

I recently communicated my feelings and impressions to you by letter. I hope this article will be of value.

Sincerely yours,

Thomas A. Anderson,
Superintendent.

MASSIVE FEDERAL AID AND THE SMALL SCHOOL DISTRICT

(By George J. Michel)

Expansion of federal activities in education has focused much attention on federal policies in that area. In only fifteen years, from 1950 to 1965, federal activity doubled from what it was between 1770 and 1950, and the federal investment increased twenty-fold, to $3.3 billion in 1966. Congress has declared that federal policies in education are directed to equalizing educational opportunity and spreading federal resources for education. Just how equal is the federal contribution to small school districts?

Under the National Defense Education Act, small school districts were shortchanged. They didn't apply for guidance, language, or science projects; their teachers didn't attend the federally-sponsored workshops designed to improve teaching technique. Even in California—the shiny penny of the federal appliers—small school districts stayed away from NDEA. The reason for shunning federal aid under NDEA in California was not, as one might expect, purely a matter of wealth. The fifty-fifty matching grant entitlement was not the chief reason that small school districts refused participation, and NDEA is not the only federal aid that these school districts systematically avoided. ESEA, in its first year of operation, suffered the same fate. In 1966 California lost $6 million in federal funds because school districts which were fully qualified did not apply. Translated into educational services, that meant that nearly 24,000 economically-disadvantaged children went without the educational help that Congress declared they were entitled to.

Federal administrators always reiterate two myths when they are asked why small school districts refuse to participate in federal funding. First and last, the responsibility is always placed on the small school district: according to the federal consutants (1) these districts' pride in local control causes them to avoid anything with federal strings attached; (2) most studies of small school districts show that such districts seldom have the time or people available to write highly-sophisticated federal projects.

CASE STUDIES

Two small school districts in California were examined to test the validity of these assertions. One school district had made applications for every federal enactment to which it was entitled except Title III of ESEA. It received federal moneys under PL 874 on impacted areas, Title I and II of ESEA, NDEA in science and language, and Headstart, Because of its high response to federal aid, it was designated School District High. A neighboring school district, which had made few applications for federal aid, was called School District Low. It, too, was qualified for Title I and II of ESEA, PL 874, and NDEA, but it received federal funds only from PL 874 with sporadic participation in NDEA. Why were the two districts so different in their degree of participation in federal aid? The objective of the study was to answer this question by going beyond the two superficial explanations customarily advanced.

Differences in Size and Wealth

Examination of the gross characteristics of School District High and School District Low offered what could, in part, be an answer. In School District High, about 1,200 children were enrolled in grades K–8, while School District Low had only one fifth this number of pupils with a K–8 enrollment of 250. Between the two school districts, there was also a great difference in wealth as measured by assessed valuation in property behind each student in average daily attendance: School District High, with five times more students, possessed just under $10,000 of property wealth per child in ADA. Nearly twice that amount, or $20,000 per child in ADA, was behind the educational program in School District Low. Although the differences in size and wealth were important, they did not fully explain why these school districts made discrepant responses to federal aid: Fuller examination revealed that other facets within the school organizations themselves were related to district application for federal aid.

Awareness of Federal Aid

Sources of information about federal aid appeared to explain some differences between the school districts. It seemed probable that a school district that was aggressive in seeking information about federal aid probably would use the information to make more applications for federal aid. Interviews with the superintendents in both school districts revealed different patterns for seeking information about federal aid. In School District High, the superintendent used regular mailing from state and federal educational agencies as well as journal information from professional magazines like *School Management* and *Nation's Schools* as primary sources of federal aid information. The superintendent in School District Low mentioned only that he had attended one meeting at the county schools office as a source of information about Title III of ESEA. The school district with more applications and grants of federal aid appeared to use more sources of information, but the relation was not clearly established. The interviews with the superintendents did show that lack of time to write applications was not a satisfactory explanation for the difference in the number of applications between the two districts.

Capability to Apply

Contrary to the published literature, in this study neither the number of project writers, nor the time available proved related to whether the school districts applied for federal aid. In both districts, only the district superintendent acted in the role of part-time project writer. The superintendent in School District High did have one part-time aide for a brief time in 1966–67, but that person left without being very helpful in securing federal aid. Superintendents in both school districts had the same amount of time available to write federal applications. Each administered his school district *and* wrote applications; although the superintendent in School District High had five times more responsibility in terms of the number of students under his supervision, he nonetheless wrote *more* applications than the superintendent in School District Low.

Other characteristics of the two superintendents were equivalent: Both had the same amount of experience in writing federal applications, and both had also served in the superintendencies of their school districts for similar periods. For School District High, the superintendent's tenure had been seven years. In School District Low, the superintendent had served for six years.

One significant difference that may have had a bearing on their capability to write projects was in their individual level of educational attainment. While the superintendent in School District High had attained a master's degree plus units toward the doctorate, the superintendent in School District Low had achieved only a bachelor's degree with sufficient units for an administrative credential.

School District Conflict

Conflict in a school district is usually caused by economics, changing populations, or long-standing issues based on unresolved controversies. Regardless of the cause, conflict can block the activities and functions of a school district. Professional disagreements between the school superintendent and the school board or between the superintendent and teachers could interfere with school district applications for federal aid. A measure of conflict is *turnover* of school board members, the superintendent, and teachers.

To study the relation between conflict and application for federal aid, information on turnover was gathered from professionals in both school districts. Superintendent turnover, as already noted, was virtually non-existent. However, the superintendent in School District Low subsequently left his position because of conflict with the school board. He had been accused of incompetence by the school board, and the dispute which caused his ouster had to be resolved through professional mediators. In School District Low evidence of conflict was also present between the community and the school board. In three years, from 1965 to 1968, two school board members were replaced. One was defeated for re-election and one resigned closely following the departure of the superintendent. Contrastingly, School District High had *no* turnover in the superintendency and only one resignation of a school board member, which was caused by the demands of his occupation.

Teacher turnover, another indicator of school district conflict, also appeared to have some relation to applications for federal aid. Teacher turnover in School District Low was five times greater than turnover in School District High. In three years, School District Low replaced an average of 25 percent of its teachers. Most of the teachers resigned voluntarily because they left the area or sought better-paying jobs. The turnover rate in School District High, on the other hand, was between five and six percent, significantly lower even considering the differences in the size of the two school districts.

Local Control Issue

In past years school authorities claimed that community insistence on local control of schools and the restrictions imposed by federal aid requirements were responsible for non-participation in federal aid by small school districts. Using a semantic differential scaling technique, questionnaires were administered to the school board members of both districts to evaluate the attitude toward local control and federal aid in their separate school communities. Each board member rated the two concepts on three factors: (1) importance to the community; (2) activity prompted by the issue; and (3) amount of agreeableness stimulated by it. The semantic differential technique was used to establish whether community feelings reflected by the ten school board members were related to their school district's applying for federal aid.

Results indicated absolute disagreement with prior information. School board members in School District High indicated their community felt that both local control and federal aid were extremely important. The average rating on *both* issues was *higher* than the ratings assigned by the school board members in School District Low. Conceivably, the school district making greater efforts to secure federal aid also displayed more community-wide interest in its schools, and hence may evaluate both local control and federal aid to be highly important. Apparently, in the judgment of these board members, the concepts of local control and federal aid are not mutually exclusive as educators have traditionally believed. Evidence in this study points rather to a positive correlation between the two concepts and school district applications for federal aid instead of the negative correlation posited earlier.

CONCLUSIONS

The original purpose of this limited study was to provide answers to (1) why federal aid is unequally distributed among small school districts, and (2) how applications for federal aid are influenced by factors within the school districts. However, the study may have raised more questions than it answered.

Certainly, the study shows the fallacy of concluding that lack of time or personnel is the reason that a small district fails to apply for federal aid: In the districts studied, the superintendent with more responsibility and less time wrote more applications for federal aid than the superintendent with less responsibility and more time.

Secondly, the study showed a *negative* relationship between high conflict and applying for federal aid: The smaller school district with more conflict made fewer applications for federal aid.

Third, local control may be positively rather than negatively related to federal aid and responses: Strong feelings about both local control and federal aid appeared to be related to greater inclination to apply for federal aid instead of the reverse.

However, the findings of this study are tentative. The dichotomous case study approach tended to separate and contrast characteristics of the school districts, and the relationships discovered may be spurious; the results are regarded as reason to make further studies, not as an end in themselves. The primary value of these findings is that they hold up to question and further scrutiny the traditional administrative rationale for small districts' nonparticipation in federal aid.

OVERSIGHT HEARINGS ON ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

THURSDAY, JULY 9, 1970

House of Representatives,
Committee on Education and Labor,
Washington, D.C.

The committee met at 9:55 a.m., pursuant to call, in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins, Meeds, Gaydos, Quie, and Steiger.

Staff members present: Mrs. Louise M. Dargans, research director and Charles W. Radcliffe, minority counsel for education.

The Chairman. The committee will come to order.

Our first witness today is Dr. John Fortenberry, assistant superintendent of schools, Little Rock, Ark., and with him is Dr. C. E. Morris, coordinator of title I, Little Rock, Ark.

First, let me see if there is any problem about making connections on planes to get back home.

We will finish with the other witnesses in 30 or 40 minutes anyway.

Come around, the gentlemen from Arkansas.

STATEMENT OF DR. JOHN FORTENBERRY, ASSISTANT SUPERINTENDENT OF SCHOOLS, LITTLE ROCK, ARK., ACCOMPANIED BY DR. C. E. MORRIS, COORDINATOR, TITLE I, LITTLE ROCK, ARK.

The Chairman. Let me thank you distinguished educators for being kind enough to come and give the committee the benefit of your views in connection with the extension of the Elementary and Secondary Education Act.

At the same time, we intend these hearings to serve as oversight hearings to improve the Elementary and Secondary Education Act in every way possible. We would like to know how the present act, particularly title I, is operating in your State, how effective it has been, how you evaluate the results, and how we can improve these title I programs.

Dr. Fortenberry, you proceed.

Dr. Fortenberry. Thank you, Mr. Chairman.

First, let me state that it is certainly a privilege to appear before this committee this morning, and may I correct your agenda? I am not a doctor, in fact, my superintendent says I am not even a good nurse, so maybe we should make that correction.

The Chairman. That is all right. Go ahead.

Mr. Fortenberry. Since the inception of title I of Public Law 89-10, education services to disadvantaged children from culturally deprived families are making an impact. These funds are being used for the purposes for which they are provided. Apparently many persons have expected an overnight miracle from the use of title I funds for disadvantaged children, but it should be remembered that these children did not become disadvantaged overnight—it involved generations.

The full impact of title I programs cannot be realized immediately after their initiation. It takes time to bring about the attainment of all good goals. Time will be required to raise achievement levels to instill images of self-respect, and to develop desires for responsible and contributing citizenship.

Title I programs aim to modify the effects of deprived home environments, but the fact remains that disadvantaged children are still subject to the great influence of their home environments. However, over a period of time the programs should grow in effectiveness, and achievement tests are showing that levels of achievement are rising. School attendance is improving and dropouts are decreasing.

Many other benefits are being derived from the title I programs which are valuable, but which cannot be measured in an exact way. Some of these are improved health resulting from food, medical, and dental services; improved self-image and comfort as results of clothing provided; and increased motivation for learning derived as benefits of library services, and guidance and smaller classroom teaching loads. As school programs and personnel are infused with, and adjust to, the new concepts of title I, even more productive results will be evident.

There is general recognition of the importance of education. We have no hesitancy in stating that a sound, effective, and dynamic program of public education is the one service of government, at local, State and Federal levels which will accelerate and augment success in a majority of the programs and services provided by Government for the citizenry. Money is not spent on education; it is invested in the lives of our boys and girls. It comes back to us manifold in terms of solid citizenship, earning power, economy, growth, progress, and security. The cost of providing good education is measured in dollars and cents, but the greater cost of failing to provide it can be measured only in wasted human resources.

Federal aid to education is necessary to insure an adequate program of learning for every child in America. A wide differential in the ability to finance education exists among the 50 States.

Unfortunately, the State of Arkansas occupies an extremely unfavorable position in this regard. Federal aid, and specifically title I plays an increasingly important role in Arkansas due to the low per capita income, the proportionately larger number of disadvantaged children, and the increasing costs of education which compound our problems.

Local school systems are hard pressed to finance programs for disadvantaged children. Public kindergartens and other programs of early childhood education are not now available in our State. Federal funds to supplement inadequate local and State funds hold out the only hope for establishing these necessary compensatory programs. It is becoming increasingly difficult to secure additional local funds because of ever-increasing local, State and Federal taxes. Taxes in our State have reached the saturation point where our citizens are most reluctant to support additional levies.

Title I funds are making possible such programs as early childhood education, special summer programs, vocational training, programs for the mentally and physically handicapped, library services, inservice education, speech therapy, counseling, social work, and teacher aids. It is impossible for school districts to include many of these special programs and services, in depth, as they should be provided with present Federal aid.

It has been necessary as a part of meeting the total needs of the disadvantaged children in Arkansas, to feed, clothe and provide for health needs in title I programs. School lunches are provided for children who otherwise would be victims of an inadequate or improper diet. Studies have shown that children who are properly nourished have a greater learning capacity, and that children who are inadequately clothed possess feelings of inferiority and not belonging. We are providing for these basic needs in Arkansas schools through use of title I funds.

To be most effective compensatory education should be concentrated. These special programs should be available consistently and sequentially, in order that provisions may be made for the continuing needs and levels of attainment of individual children. Present funding permits neither concentration nor planning for ongoing programs. "Too little" is being spread "too thin" to achieve the most desirable results. "Too little," however, is far superior to "none."

The primary goal of the Little Rock School District is to provide for the education of all children within its boundaries. Several special programs for disadvantaged children utilizing title I funds have been initiated within the district in order to diminish as much as possible the educational gap that exists between the disadvantaged children and the middle class children and more affluent children of the district. We have put emphasis upon programs at the elementary level, feeling that these were most essential in heading off trouble before it develops at later levels of schooling.

Title I funds have provided both basic personal services and education programs for disadvantaged children in the Little Rock schools. The personal services include food, clothing, medical and dental care, glasses, hearing aids and other medical supplies, pupil transportation, services of social workers and attendance officers, and student textbooks and supplies, and others. Any other services deemed necessary as prerequisites for effective learning are also furnished.

Some of the education programs provided by our school system to broaden the scope of education for children in designated title I schools are as follows:

1. Project Read—will be initiated this coming year in two schools where overall reading achievement is below grade level.

This particular program has been devised specifically for those children that come from homes that are culturally deprived and which do not recognize the importance of education. It is an individualized program which takes into account the reading ability of each child and his ability to progress.

Without title I the school district could not provide this program. With additional title I funds the program could be extended to eligible schools where it is needed.

In addition to Project Read, we will continue to provide (as funds allow) remedial reading teachers and portable reading laboratories for children deficient in reading at the elementary and secondary levels. The results of our secondary title I reading program indicate that definite improvements in reading ability can, and are being made at the secondary level for students who are deficient readers.

The CHAIRMAN. How did you make this evaluation?

Mr. FORTENBERRY. We made this evaluation, sir, through the use of standardized tests, teacher evaluation, a posttest and a pretest.

The CHAIRMAN. Go ahead.

Mr. FORTENBERRY. 2. Speech therapy and a program of speech improvement—provided in title I schools on a limited basis. These programs provide individual therapy for children with speech deficiencies and therapy for classroom language development. Speech programs are particularly needed in disadvantaged areas. With sufficient funds this vital program could be included on a more adequately scheduled basis in all title I schools.

3. Library services—provided in title I elementary schools on an itinerant basis. Librarians and library aides work part time in centralized elementary school libraries. This is a most valuable service to both teachers and pupils, and our records indicate where library services are provided by trained librarians, books and materials get a larger circulation and there is a greater interest in reading. With more funds full-time library service could be provided in each elementary school. This service is very high on our priority list.

4. Guidance and counseling—guidance programs are supplemented with title I at the secondary school level. Individual attention is given to needy children with both social and educational problems. Title I social workers and attendance personnel work closely with guidance counselors, and they have been able to improve school attendance. Counselors assist students with setting realistic educational and personal goals and also work with students in securing personal services available under title I.

5. Psychological testing service—individual psychological evaluations are provided whereby mental strengths and weaknesses are assessed and appropriate instructional programs are planned. It is the aim of this program to help pupils who are not making satisfactory progress in their school placement for any reason.

Psychological examiners confer with principals, counselors, teachers, parents, and others working with the pupils tested. There is always a waiting list of pupils referred by teachers and principals for psychological examinations. Therefore, this program should be expanded to meet adequately the needs of title I children.

6. Special education for mentally retarded and orthopedically handicapped—special programs of education for handicapped children designed to develop their abilities as far as possible in academic skills, in vocational skills, and to provide on-the-job training. The ultimate goal is to make students self-sufficient socially and economically. To achieve these objectives individual and small group instruction are necessary.

In title I schools we have supplemented our staff of special education teachers to help provide this type of specialized programs for mentally and physically handicapped children. It must be pointed out that our schools, as other schools over the country, are woefully deficient in caring for these handicapped children. A greater effort must be made to train and educate these boys and girls to be contributors to society rather than to allow them to become burdens upon society.

7. Teaching materials and equipment—title I funds have also been used to supplement regular school funds for the purpose of extra teaching materials and equipment to help to implement and strengthen title I programs. Extra materials are vital to these programs in order that compensation may be made for the lack of cultural materials and experiences in the backgrounds of disadvantaged children. There is a need for the comprehensive education programs for disadvantaged children.

The present title I programs of the Little Rock Public Schools and other school districts in Arkansas are not adequate to fulfill the recognized needs of the culturally and economically disadvantaged children and youth in our State. Comprehensive, long-range programs designed to meet the special needs of disadvantaged children must be initiated.

We need to become more concerned and think constructively regarding the many disadvantaged children in our country, and the consequences that will result in the lives and productivity of these individuals if these urgent problems are left unattended. All the answers to the problems we face in educating disadvantaged children are not known, but we have the responsibility of implementing what we do know and searching for new knowledge to incorporate into comprehensive programs.

These comprehensive programs would include the present title I programs as local needs dictate. One of the most important needs in the Little Rock School District, in fact for Arkansas, is kindergartens. The extreme importance of these early programs in the lives of children is well known.

At the elementary level provisions should be made for smaller teacher-pupil ratios, parent education programs, enrichment classes in the fine arts, and guidance programs. Basic remedial classes of small size, additional vocational orientation courses and work-study programs, and more vocational counseling are needed for disadvantaged students at the secondary level.

It should be added that in order to effectively implement a comprehensive education program for the disadvantaged, an extensive inservice education program for teachers is necessary.

A serious deficiency of title I and other ESEA titles has been the late appropriation of funds for program implementation. Title I and other public school titles have never been funded until after the beginning of the school year. It is extremely difficult to make specific and definite plans for programs involving substantial expenditure of moneys when it is not known whether or not the funds will actually be available. Inadequate funding and not enough time to plan are the two main reasons for poor programs.

We feel strongly that full funding of authorized programs should be accomplished no later than April 15 of the preceding fiscal year so that those concerned may be able to plan intelligently and employ professional staff at the same time that other professional staff members are employed.

In fact, if it is impossible for Congress to make appropriations to permit advance planning on the use of funds, it is suggested that there be a 1-year moratorium on title I funds to permit the benefits of advance funding.

The CHAIRMAN. Do you wish to make a statement at this time, Dr. Morris? Go ahead with your statement.

Mr. MORRIS. Mr. Chairman and members of the committee, I am plain Clarence Morris, I am not entitled to wear the title of doctor, of the Arkansas Department of Education at Little Rock. I have been asked to represent our education department insofar as its responsibility for the administration of programs under Public Law 89–10, as amended, is concerned. Our commissioner, Dr. A. W. Ford, who was invited to appear before the committee, because of a prior commitment, is unable to appear today and has asked that I express his regrets to you, Mr. Chairman, and other members of the committee.

I feel compelled to apologize in advance for any lack of information that I may be able to provide in regard to programs under titles II, III, V, and VI of the act which are administered by the Arkansas Education Department.

My particular assignment is the administration of programs under title I, and I have worked only with this title since it was first funded in October of 1965. However, as programs under title I are more or less closely coordinated with activities and services developed under the other titles of this act, I am aware of some of the special educational needs of Arkansas children which are being met by them. I expect to present views of the department on some of the special benefits to education provided by each title, but title I will be the major concern of my statement.

Since title I receives far more funds, covers a much broader scope of endeavor, directly affects millions more children, and has been much more widely criticized than all other titles of Public Law 89–10 combined, it is probably not inappropriate that a major portion of my remarks be confined to it.

What has title I accomplished? This question was being asked by the National Advisory Council provided for under the act before we had completed approving programs in Arkansas during the first year of operation. This same question has been asked with increasing regularity by more and more groups and individuals ever since.

Many groups, both public and private, have established "research" projects to find out what title I has accomplished. It is a characteristic of American people, I suppose, to expect to make immediate progress in terms of improving the end product in all our national undertakings, and the improvement in educational attainment of educationally deprived children is no exception.

Unfortunately, many of the earlier attempts to produce hard data on pupil achievement have been inconclusive at best or negative at worst. In our own State, we have been discouraged by the apparent lack of permanent retainment of gains that were made in some special remedial programs. Early in the program the validity of testing instruments began to be challenged by many with regard to their use in the measurement of the educational achievement of educationally deprived children living under conditions of extreme poverty in cultural or linguistic isolation from the community at large.

Very early in the program we were able to determine that the attitude of the teacher and others coming into contact with these children seemed to influence their academic success more than other program variables, but teachers with special training to work in compensatory education programs have been in extremely short supply for our schools in general and in the rural areas of our State in particular.

Limited parent and community involvement in these special programs has been cited as a contributing factor to the limited success in pupil achievement. Lack of adequate planning at all levels has been listed as a fault of title I administration that has weakened its effectiveness. In short, we have heard a lot of negative reports on the accomplishments of title I and a minimum of positive results.

The fallacy of these judgments is that the assessment has been based almost entirely on a single criterion—the standardized achievement test score—which has been assumed to be measuring attainment for educationally deprived children and which attainment is due solely to special instructional or other activities under title I. Most of the assessments of title I have not taken into consideration the many equally measurable improvements, such as those in attendance and in hunger and health problems, which are a prerequisite to improvement in attainment.

These educationally deprived children did not reach their present educational dilemma in a day, nor in a year, nor in a decade. Their plight has developed through generations of economic deprivation, uneducated parents, and cultural or racial isolation from the mainstream of American society.

Consequently, we must consider in our assessment of the value of such compensatory programs as those authorized under title I, whether progress has been made in attacking the root causes of educational deprivation just cited. It is my contention that a fair appraisal of the accomplishments of title I cannot be made on the basis of pupil attainment alone, even though we are able to cite examples of phenomenal progress in achievement.

Unless we can make progress in removing, or in compensating for, the underlying causes of underachievement, we must continue to treat symptoms, rather than the true malady. To continue to depend upon remediation programs as opposed to developmental programs is at best a waste of human and material resources.

In our State, it would appear that it is our school system which must change its programs, procedures and concepts so as to meet the special needs of all its children including those who need special educational assistance that results from mental or physical handicap, poverty, neglect or cultural, racial or linguistic isolation. Let us then consider some of the basic changes which have come about in Arkansas which we attribute to Public Law 89–10 in general and to title I in particular.

A third of Arkansas' total school population comes from low-income families and thus qualifies for title I help. With one of the lowest per capita incomes in the Nation, Arkansas is incapable of producing enough tax money within its own border to furnish the kind of education that is by national standards considered desirable.

We spend $518 per child while the national average is $766. Even when we add the $150 per child which we spend under title I for compensatory education for our lowest one-third, we still are spending only $668 per child—which is nearly $100 below the national average.

No one should expect miracles for that kind of money, although we think we have accomplished a few.

The CHAIRMAN. I wish you would elaborate a little more fully on the results attained, and how you have evaluated these results that you speak about, because this legislation from the outset has been under attack, criticized because of no results obtained, which I think has been very detrimental to the program, and which I feel has, interfered with better funding. So, this is a good point for you to drive home.

Mr. MORRIS. Mr. Chairman, this is the point that I would like to make, that there are many measurable improvements that must come in the lives of disadvantaged children before we can expect achievement gains.

To appreciate where we have come with title I in Arkansas, it is necessary to look at where we were 5 years ago. Let me describe one Negro high school which was in existence then. This school offered 19 credits—two more than the number needed to graduate—as compared with 91 at a nearby white high school. The students in one senior English class shared a single textbook which was passed from child to child at recitation time. There were no library facilities and there were few extra books of any kind. The toilets were located outdoors. The teachers were understandably unenthusiastic and the shabby classrooms were hardly an incentive to learning. A leather strap was used for punishment when students got restless.

Let us not forget that Arkansas and other rural States have helped to populate the urban ghettos with thousands of unskilled products of such schools, who have been driven off the land by farm mechanization.

Title I has helped to focus attention on schools such as these and to provide the funds which led either to their improvement or elimination. In this case, I am happy to report that the school has been eliminated and the children who formerly made up its student body now attend an accredited integrated high school.

Teachers in this school work hard on bringing up achievement levels, with title I furnishing special programs in reading and math, because everyone wants the school to have the best standing possible and, as a result, the teachers have become genuinely interested in seeing the children do better.

Arkansas has made tremendous strides in elimination of the dual school districts. We have only seven districts which have not agreed to be unified by fall out of 387 school districts, and these holdout districts are scheduled to be desegregated by legal action.

Title I has played an important role in urging the elimination of inadequate segregated schools and in furnishing help for the children who need it in the newly integrated situations. We have been able in very recent months to make great changes to improve programs because our professional and lay people are awakening to new responsibilities for meeting needs of all children.

The CHAIRMAN. To interrupt you just a moment, I would like to ask you to comment on the President's proposal to aid desegregating schools by making available $150 million under the poverty sections of the legislation enacted a few years ago.

How will this work out in your State's schools?

Mr. MORRIS. Mr. Chairman, at the present time——

The CHAIRMAN. Additional funds for that purpose is what I am driving at.

Mr. MORRIS. I have not read the act and don't know the provisions under which it could be used.

The CHAIRMAN. We will give you a chance, then, to look at the legislation.

Mr. MORRIS. It would be of great benefit in our State for, one, space, for meeting some space requirements and, two, for in-service training for teachers.

The CHAIRMAN. What do you mean by space requirement?

Mr. MORRIS. I mean in the integration of two school systems, many of the Negro schools in our State, especially in the rural countryside, are very inadequate, and the combination of the schools in most instances require considerable changing of space and altering of space, not so much the building of new space, but the alteration of space.

The CHAIRMAN. Alteration of space. We will let you read the legislation and give us your reaction later, since you are here, because the committee needs all the guidance it can get.

Mr. MORRIS. I would certainly be interested to know how the funds may be used.

No testing was done in at least a third of the State's smaller school districts prior to title I so there was no measure of quality. In some cases, testing was done only in the white schools. When title I mandated that testing be done some school administrators were stunned to find the width of the gap which existed between the predominantly white schools and the all Negro schools.

Now testing is not only being done, but school districts are being trained in evaluation techniques, writing measurable objectives and in planning better programs. So great has been the impetus for this kind of self-improvement that a voluntary organization of title I coordinators, with the support of the State Department of Education, conducted a workshop for its own members, 125 of which attended, to give them special training in this area.

Title I has been effective in bringing more changes in Arkansas schools in a shorter period of time than any other program within recent history because it has focused in on the problem areas. The most effective change is not that which is imposed from above, but that which results from local determination of needs by school leaders. We have seen this happening in Arkansas and if title I had only educated the educators, we would see it as worthwhile because it is through school administration that change in emphasis must first be accepted.

Title I State evaluation reports have shown gains in attendance and a reduction in the number of children in the lower test quartiles. Title I reading programs, such as the ones conducted at Newport, Hughes, and in the Pulaski County School District have brought significant gains in the reading levels of elementary children. Some who were 2 and 3 years behind have had their grade lag reduced and others who were only a year or so behind are now reading at grade level. Innovative summer programs which feature native arts and crafts, departmentalized primaries and field trips are helping low-income children get the individualized help they need.

We are beginning to place more emphasis on early childhood programs in Arkansas because we believe that if we can do preventive work early we can prevent more expensive remediation later on.

The State's first public kindergarten was established with title I funds in Texarkana 2 years ago and several school districts have since followed suit. Title I programs have been coordinated with Headstart and Follow Through to foster special early childhood education programs among low-income groups in both rural and urban settings.

A number of districts hold preschool readiness programs in the summer including Marianna and Helena, which are eastern Arkansas districts with large populations of black children. Several school districts are trying new programs in the primary grades which build on the preschool experience and which are showing promise in reducing the achievement gap.

One of the healthiest developments to grow out of title I has been the creation of community advisory committees which include representation by parents of low-income children. School personnel are becoming acquainted with some of the home problems which poverty children have and parents are learning about the difficulties which the schools have. Several school districts have held classes for parents, home visiting programs for teachers and parent participation days in which parents were encouraged to visit the schools.

The State department of education has recently issued title I guidelines relating to program activities (exhibit B) which we feel will get at some of the problems which have kept some programs from being effective in the past.

We recognize that the passage of title I, 5 years ago, marked a distinct break with traditional thinking in education because it designated that more help should be given to those who had always received less.

Many people expected the passage of the law to provide an instant answer to all our educational problems, as it obviously did not and could not provide. It has been beset by these unrealistic expectations ever since and its critics have been quick to point out what it has not done, rather than what it has done.

We in Arkansas are fully aware of the problems and shortcomings (exhibit C). We feel, however, that inadequate funding, late funding, misinterpretations and poor planning have been responsible for more poor title I programs than wrong intent. We know that if the programs are to do what we want them to do they must be improved and must change, but this cannot happen until those who administer the programs are provided with the techniques and the advanced guarantee of funding to make good planning possible. We believe that significant progress is being made in our State under title I and we are confident that even greater change and improvement will come in the future as more informed and wise planning takes place.

I will not read the statements concerning other titles of the act, but they are included.

Mr. QUIE. Do you have the results of your tests on reading in Arkansas?

Mr. MORRIS. I represent a State agency, which does not collect first data. Since title I is a school administered act, we would have them in our reports from the schools. We would have them in our evaluation reports which are made to the U.S. Office and so forth. I don't have a group before me. The schools which I mentioned, Newport reading programs and so forth, are available in Arkansas' report and the actual scores.

Mr. QUIE. Could you secure that information and make it available for the record here?

Mr. MORRIS. I would be most glad to.

(The information referred to follows:)

STATE OF ARKANSAS,
DEPARTMENT OF EDUCATION,
Little Rock, Ark., July 13, 1970.

Hon. CARL PERKINS,
Chairman, Education and Labor Committee,
U.S. House of Representatives, Washington, D.C.

DEAR MR. PERKINS: I am enclosing data relating to the progress made in the school districts of Newport, Hughes and Pulaski County, which I mentioned in my remarks before the Committee on Education and Labor, July 9, 1970. I believe the specific request for this data was made by Congressman Quie of Minnesota. I am also including a similar report for the Little Rock reading program and some information from the New York Times which appears to support my contention that standardized test scores of achievement alone are not a valid evaluation of education progress.

I apologize to you and your Committee for not having available this information at the time of appearance. My only excuse is that I had inadequate time to prepare proper documentation of my remarks and also was not aware of the type of information desired by the Committee.

I am most appreciative of your tireless efforts in behalf of education.

Sincerely yours,

CLARENCE E. MORRIS, *Director, Title I.*

A COMPARISON REPORT IN PUPIL ACHIEVEMENT IN READING IN THE HUGHES SCHOOL DISTRICT FOR THE FISCAL YEARS 1968-69 AND 1969-70

Pupils tested	Year	Below grade level			At or above grade level		Total pupils tested
		2 or more Grade 1-9	1 to 1.9 Grade 1-9	0.1 to 0.9 Grade 1-9	Grade 1-9	Percent	
Target population only	1970	203	313	261	74	8.7	851
	1969	551	404	217	58	4.7	1,230
Total population	1970	228	371	400	197	16.5	1,196
	1969	610	511	361	211	12.5	1,693

Target population	1970	1969
Tested	851	1,230
At or above grade level	74	58
Percent at or above grade level (percent)	8.7	4.7

Four percent more pupils were achieving at or above grade level at the end of the fiscal year 1970 than at the end of the fiscal year 1969.

Nontarget population	1970	1969
Tested	1,196	1,693
At or above grade level	197	211
Percent at or above grade level (percent)	15.5	12.5

This shows that 4 percent more students were at or above grade level in fiscal year 1970 than in fiscal year 1969.

Twenty-three and nine-tenths percent of Target Pupil Population were two or more grade levels below their peer group in fiscal year 1970 as compared with 44.8% of that peer group in fiscal year 1969.

Total population.—Of the Total Pupil Population tested, 19.1% of the pupils were two or more grade levels below in grade placement in fiscal year 1970 as compared to 36.0% of the pupils two or more grade levels below in fiscal year 1969.

[From New York Times, July 8, 1970]

LEARNING+EXPERIENCE=KNOWLEDGE, SURVEY SHOWS

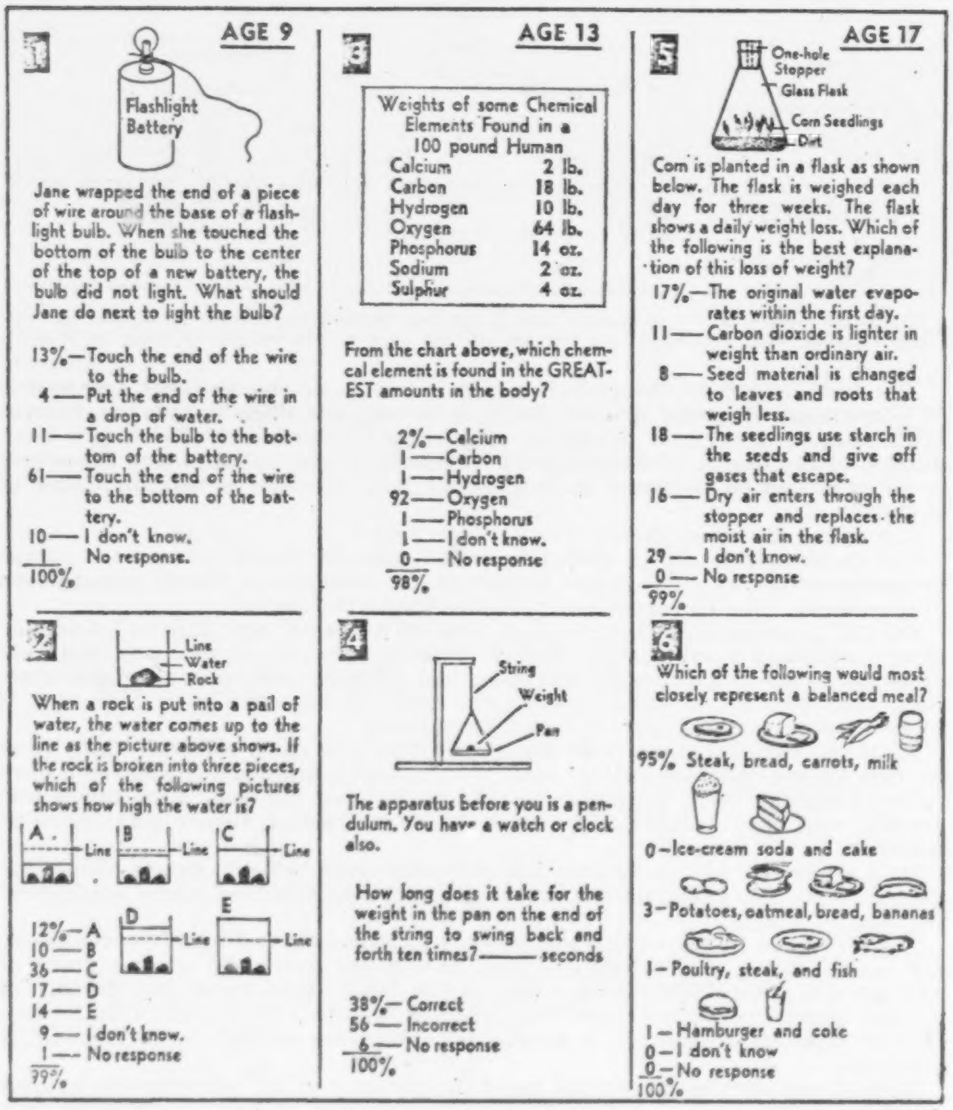
(By M. A. Farber)

The first results of a federally supported survey of Americans' educational achievement confirm that the knowledge and learning skills of students and young adults are greater when "textbook" information is reinforced by practical experience.

Dr. James E. Allen Jr., who recently resigned as United States Commissioner of Education, said yesterday that the continuing survey was "the first real assessment of the educational levels of various age groups nationally." Dr. Allen has long advocated such a survey.

The survey is intended, according to its sponsors, to "fill a gap about what groups of Americans know and can do" by describing their knowledge, abilities, and attitudes. The initial reports are statistical; the findings are not interpreted.

These reports cover national results in science and citizenship, two of 10 subject areas in the survey. About 100,000 people between the ages of 9 and 35 were sampled in the two areas through a variety of tests, measurements and interviews.


Flashlight
Battery
Line
Water
Rock
A
B
C
D
E
Line
String
Weight
Pan
One-hole Stopper
Glass Flask
Corn Seedlings
Dirt

AGE 9

1

Jane wrapped the end of a piece of wire around the base of a flashlight bulb. When she touched the bottom of the bulb to the center of the top of a new battery, the bulb did not light. What should Jane do next to light the bulb?

13%—Touch the end of the wire to the bulb.
4—Put the end of the wire in a drop of water.
11—Touch the bulb to the bottom of the battery.
61—Touch the end of the wire to the bottom of the battery.
10—I don't know.
1 No response.
100%

2

When a rock is put into a pail of water, the water comes up to the line as the picture above shows. If the rock is broken into three pieces, which of the following pictures shows how high the water is?

12%—A
10—B
36—C
17—D
14—E
9—I don't know.
1—No response
99%

AGE 13

3

Weights of some Chemical Elements Found in a 100 pound Human	
Calcium	2 lb.
Carbon	18 lb.
Hydrogen	10 lb.
Oxygen	64 lb.
Phosphorus	14 oz.
Sodium	2 oz.
Sulphur	4 oz.

From the chart above, which chemical element is found in the GREATEST amounts in the body?

2%—Calcium
1—Carbon
1—Hydrogen
92—Oxygen
1—Phosphorus
1—I don't know.
0—No response
98%

4

The apparatus before you is a pendulum. You have a watch or clock also.

How long does it take for the weight in the pan on the end of the string to swing back and forth ten times? ——— seconds

38%—Correct
56—Incorrect
6—No response
100%

AGE 17

5

Corn is planted in a flask as shown below. The flask is weighed each day for three weeks. The flask shows a daily weight loss. Which of the following is the best explanation of this loss of weight?

17%—The original water evaporates within the first day.
11—Carbon dioxide is lighter in weight than ordinary air.
8—Seed material is changed to leaves and roots that weigh less.
18—The seedlings use starch in the seeds and give off gases that escape.
16—Dry air enters through the stopper and replaces the moist air in the flask.
29—I don't know.
0—No response
99%

6

Which of the following would most closely represent a balanced meal?

95% Steak, bread, carrots, milk
0—Ice-cream soda and cake
3—Potatoes, oatmeal, bread, bananas
1—Poultry, steak, and fish
1—Hamburger and coke
0—I don't know
0—No response
100%

July 8, 1970

These are examples of questions on science and answers given, by percentage breakdown, in national study on knowledge in different age groups. Correct answers are on Page [illegible].

Carry ?

A Suppose the father of one of your friends was put in jail for stealing. Would you want your friend to come to your house to play after you knew that the father was in jail? (Yes, No) (At Age 13, "to a party" was used rather than "to play".)

Results

Indicated willingness to associate with friend whose father was in jail

Age	9	13
	57%	80%

B People feel differently toward people of other races.
How willing would you be to have a person of a different race doing these things?

(For each situation below, the choices were: willing to, prefer not to)

	% willing to		
	Age		
	13	17	Adult
A. Be your dentist or doctor?	81%	74%	75%
B. Live next door to you?	83%	77%	67%
C. Represent you in some elected office?	81%	82%	82%
D. Sit at a table next to yours in a crowded restaurant?	80%	90%	88%
E. Stay in the same hotel or motel as you?	83%	92%	89%

C When might a state have more senators than it has representatives?

Results by Age

17	Adult	
4%	6%	When it has a small area
7%	7%	When it has a large area
50%	46%	When it has a small population*
29%	27%	When it has a large population
9%	13%	I don't know
0%	1%	No response

*Correct answer

CITIZENSHIP STUDY: In this, a question such as (A) was intended to determine the concern for friends despite possible social disapproval. (B) measured attitudes on race. (C) was part of testing on knowledge.

The first findings of the project, which is known as the National Assessment of Educational Progress, are scheduled to be released officially today in Denver at the annual meeting of the group conducting the survey, the Education Commission of the States. The commission, composed of state officials and educators, is an organization designed to help states help themselves with problems of education.

Among the results in science were the following:

The facts and principles known to most 9-year-old pupils concern the simple properties of matter (iron cannot be burned, for example) or simple explanations of phenomena (day and night occur because the earth rotates).

Only 22 per cent of the 9-year-olds recognized a suitable definition of a scientific theory, although a substantial number of them were able to use basic scientific apparatus, such as a balance beam. Many had difficulty with multiple choice questions that offered plausible alternatives—only 15 per cent knew that coal is formed from dead plants rather than volcanic lava.

Thirteen-year-olds were most familiar with those basic scientific facts close to their daily experience (babies come from mothers, fanning a fire makes it burn faster, brushing teeth prevents decay). While they did well with tables and graphs, they had trouble with exercises on molecular theory and chemical reactions.

Only 8 per cent of the 13-year-olds said they were "often" curious about why things are as they are in nature, although 64 per cent said they were "sometimes" curious.

A wide range of knowledge and skills was demonstrated by 17-year-olds—95 per cent could identify a balanced meal and 98 per cent could select a group of animals and plants likely to be found on the desert. Most knew that the idea of natural selection was associated with Charles Darwin's Theory of Evolution and that an electric current in a copper wire involves mainly the movement of electrons.

Only 41 per cent of the youths knew the function of the placenta—to nourish the fetus in the uterus—and they had mixed success, at best, interpreting data and offering scientific explanations for certain other natural occurrences.

The questions most often answered correctly by young adults—ages 26 to 35—were related to nontechnical information that "might be found in newspaper or magazine articles or in television programs on science." Most of these questions concerned biology or medicine—for example, adrenalin acts as a stimulant, and a malady that cannot be inherited is whooping cough.

CITIZENSHIP FINDINGS

Young adults did fairly well in exercises requiring analysis of facts, performance of mathematical calculations and handling of apparatus. But only 26 per cent of them knew that the table showing relations among chemical elements was called the periodic table and only 15 per cent knew that scientists can determine the age of certain rocks and their fossils by measuring the amounts of uranium and lead they contain.

In the citizenship part of the survey, which focused on attitudes as well as facts, an exercise was designed to reveal the willingness of individuals to associate with persons of other races.

Eighty per cent or more of 13-year-olds said, in each case, that they would be willing to have someone of another race be their dentist or doctor, live next door, represent them in elected office, sit at the next table in a restaurant and stay in the same hotel.

In the order of the questions, the affirmative responses by 17-year-olds were 74 per cent, 77, 82, 90 and 92. For young adults, the proportions were 75 per cent, 67, 82, 88 and 89.

Asked if they knew any place in the world where people are treated unfairly because of their race, 75 per cent of the 13-year-olds said they did and 45 per cent could cite examples. When they were asked the same question about the United States, the corresponding proportions were 66 and 45 per cent.

A majority of 13-year-olds, 17-year-olds and young adults said they were aware of religious discrimination in the world, with the extent of awareness increasing slightly with the respondents' ages.

Substantial majorities in the three age groups knew how or where to report a fire, a public health menace such as uncollected garbage in the streets and a broken traffic light.

Most respondents knew that the President of the United States does not have the right to do anything he wants affecting the nation.

QUESTION OF ASSOCIATIONS

Other citizenship results follow:

More than half the 9-year-olds and 80 per cent of the 13-year-olds said they would be willing to associate with a companion whose father was jailed for stealing.

Forty-eight per cent of 9-year-olds, 71 per cent of 13-year-olds and 92 per cent of 17-year-olds could give acceptable reasons for having a government. More than 80 per cent in each of the three groups could state "why it is good that we usually have two candidates for an election."

Seventeen-year-olds and young adults more often said it was easier to influence decision of the Federal government than those of state governments.

The National Assessment differs from widely used standardized achievement tests in that the latter scores are individual and indicates his rank in relation to other students—how the student relates to a norm—while the Assessments, which does not report individual scores, aims to describe the actual knowledge of age groups.

The Assessment project, which has cost $7-million to date, was developed over the last five years and is scheduled to continue for at least 10 years more. Data gathering began last year.

The four age groups—9-year-olds, 13-year-olds, 17-year-olds (some of whom are out of school) and young adults—are to be tested in 10 subject areas: science, citizenship, writing, reading, literature, music, social studies, art, mathematics and "career and occupational development," or vocational education.

All the areas will be examined more than once and the comparisons that the multiple testing will allow are regarded by the Education Commission of the States as perhaps the most valuable aspect of the Assessment.

Subsequent reports will contain breakdowns of results by geographic region, sex, type of community, size of city, educational background of student's parents, and race, as well as over-all national results.

Frank B. Womer, a University of Michigan professor who is staff director of the project, said yesterday that project reports would "present results factually but leave the interpretation to others." Project officials did not want to appear to be trying to directly influence educational changes that might stem from the Assessment, he said.

The administrative director of the project, Dr. James A. Hazlett, said that the full results of the Assessment, as well as the project's testing materials, might be made available to state education commissioners to enable state and, possibly, local Assessments to be conducted.

States and localities, he said, could then match their own performance against national or regional results.

The idea for an education stocktaking originated in the early nineteen-sixties with such men as Francis Keppel, former United States Commissioner of Education; John W. Gardner, former Secretary of Health, Education and Welfare; and Dr. Ralph W. Tyler, then director of the Center for Advanced Study in the Behavioral Sciences, at Stanford University.

These men felt that, while there was "hard" data on such matters as school building construction and the supply of teachers, there was relatively litle information on what masses of students were actually learning. And the lack of such data, they held, inhibited school reforms.

Beginning in 1964, Dr. Tyler headed a committee of educators and laymen exploring the possibility of an assessment, with the help of funds from the Carnegie Corporation of New York. Much of the planning was completed by 1969 when the Education Commission of the States assumed responsibility for the project.

For several years many of the nation's school superintendents resisted the assessment, contending that it would invite a "national curriculum" and invidious comparisons between local school districts. They also objected to the project's being planned by what they regarded as a "closed corporation."

With the involvement of the Education Commission of the States and with closer participation on their own part, most of the superintendents appear to have dropped or muted their earlier, sometimes fierce arguments against opening their schools to the Assessment. Students from more than 2,500 schools across the country took part in the first round of the project.

Answers to Questions Appearing on Page 665

1. Touch the end of the wire to the bottom of the battery.
2. The water line is the same as before (c).
3. Oxygen.
4. Answer depends on observation of instruments used.
5. The seedlings use starch in the seeds and give off gases that escape.
6. Steak, bread, carrots and milk.

Taken From Annual Evaluation Report for Fiscal Year 1969 of Pulaski County Special School District, Little Rock, Ark.

Two workshops and several faculty meetings were conducted during the year.

Many conferences with parents, principals and teachers have been held. Parents have been very pleased and anxious for children to be in the program. Cooperation and participation among principals, parents and teachers has been most gratifying.

Reading is a greater part of the Title I Language Arts course. Research shows that what a child learns in one language art effects his performance in others. Reading, listening to spoken language, speaking, carrying on discussions, writing and spelling are all closely related.

The Title I secondary reading and language arts program has attempted to do this kind of development for the student who needs help and is struggling. There are reading machines to increase speed and comprehension, listening machines to develop listening skills, tape recorders, record players, records and tapes along with the many, many low level high interest books available.

Mrs. Margarette Martin coordinated and supervised the program. The following is her evaluation and report.

The purposes and objectives of the secondary corrective reading program were reemphasized in the fourth year of the program. The nine teachers made a special effort to fulfill the objectives as stated in the *Secondary Reading Handbook*.

The year started with a pre-school workshop in which teachers worked on plans for the year. New materials were distributed, explained and plans for evaluation were presented.

The program in each school started with greater ease since all but two of the teachers had worked with the program previously. Five of the teachers started with the program four years ago, two teachers have worked three years, one for two years, and one started new this year.

A number of new materials were added to the program this year. Of particular interest were the paperback materials. All teachers indicated that these materials provided interest and motivation for the students.

A total of 562 students participated in the program. 76% of these students improved from one month to six years and five months according to test scores, based on the California Reading Test, junior high level. Approximately 92 students dropped, moved, or transferred to another class so that the total number of students tested at the end of the year gave a total of 470 with both pre-test and post-test scores.

Unless it can be demonstrated that the direct teaching of reading and/or language arts results in significantly better readers, there is little reason for developing a specific reading program for underachievers at the secondary level. This has been done in the secondary Title I reading program in the Pulaski County School District. The evaluations of the teachers have shown that significant improvement.

PART VI—ACHIEVEMENT TEST DATA

Year 1969 of Pulaski County Special School District, Little Rock, Arkansas

TABLE I.—COMPOSITE SCORE DATA FROM GENERAL ACHIEVEMENT BATTERIES FOR TOTAL SCHOOL PARTICIPANTS TAKING BOTH PRE- AND/OF POST-TESTS

					Number of students scoring (according to national norms)							
					Below grade level							
Grade	Name of test	Month and year administered	Form	Number of students tested	2.0 or more grades	1.0 to 1.9 grades	0.1 to 0.9 grades	At grade level or above	25th percentile and below	26 to 50 percentile	51 to 75 percentile	76th percentile and above
1	Pre-California reading test	September 1968		173	21	142	10		129	44		
	Post-California reading test	May 1969		173		31	142		42	46	23	62
2	Pre-California reading test	September 1968		376	74	264	27	11	243	83	41	9
	Post-California reading test	May 1969		376	21	99	39	217	46	57	61	212
3	Pre-California reading test	September 1968		310	22	111	150	27	182	93	33	2
	Post-California reading test	May 1969		310	5	65	110	130	39	38	56	177
4	Pre-California reading test	September 1968		98	20	8	56	14	53	26	19	
	Post-California reading test	May 1969		98	2	11	21	64	3	17	26	52
5	Pre-California reading test	September 1968		28	3	18	5	2	17	7	0	4
	Post-California reading test	May 1969		28	3	6	17	2	3	10	5	10
6	Pre-California reading test	September 1968		19	8	8	3	0	6	9	3	1
	Post-California reading test	May 1969		19	1	8	8	2	0	3	1	15
7	Pre-California reading test	September 1968		344	193	77	57	17	192	76	65	11
	Post-California reading test	May 1969		285	59	59	75	92	2	68	105	110
8	Pre-California reading test	September 1968		181	108	48	19	6	90	56	30	5
	Post-California reading test	May 1969		159	53	33	31	42	8	25	72	54
9	Pre-California reading test	September 1968		17	15	1	1	0	15	1	1	0
	Post-California reading test	May 1969		11	7	1	1	2	4	0	3	4
10	Pre-California reading test	September 1968		9	7	1	1	0	6	1	2	0
	Post-California reading test	May 1969		6	2	1	1	2	1	1	1	3
11	Pre-California reading test	September 1968		9	5	1	3	0	3	5	1	
	Post-California reading test	May 1969		7	1	0	1	5		1	1	5
12	Pre-California reading test	September 1968		2	1	0	1	0	1	1	0	0
	Post-California reading test	May 1969		2	1	0	1	0	1	0	1	

READING PROJECT

OPERATION SUCCEED

(By Mrs. Ruth A. Moore, Director of Special Services)

Operation Succeed, which will hereafter be referred to as *The Elementary Remedial Reading Program*, was initiated January 24, 1966. Five elementary remedial reading teachers were employed to serve the twenty-one elementary schools qualifying under Public Law 89–10, Title I, as shown by Exhibit 1 at the end of this report.

The supervision of the program was initially assigned to the Director of Elementary Education who was assisted by two elementary supervisors.

On August 1, 1966, the administration and supervision of the Elementary Remedial Reading Program was assigned to the Director of Special Services. The five teachers served children in the same twenty-one elementary schools qualifying under Public Law 89–10, Title I. This schedule is shown as Exhibit 2.

During the 1967–68 school year the teachers worked with children in twenty-two qualifying schools as shown by their schedule as Exhibit 3.

After careful analysis of the reading progress of the pupils in the 1968–69 remedial program, it was decided to do more intensive teaching every day for every pupil. This teaching schedule for children in ten elementary schools is shown as Exhibit 4.

The Elementary Remedial Reading Program is in progress for the 1969–70 school year with five teachers serving twelve schools as shown in Exhibit 5.

OBJECTIVES

The objectives of The Elementary Remedial Reading Program are suggested in a January 3, 1966 bulletin from the Director of Elementary Education entitled "Selection of Students for Remedial Reading Instruction." See Exhibit 6. This bulletin was revised as of September 1, 1967, and updated August 11, 1969. It can be seen as Exhibit 7.

Further objectives as given by the Director of Special Services follow:

1. Correct classification of a child as a disabled reader in opposition to problems of child growth and development must be made.
2. Decisions must be made as to where the remedial work can be given most effectively, either in the classroom, in the school reading center by the remedial reading teacher, or in a clinic outside the school.
3. Reading difficulties must be determined through informal analysis.
4. Efficient methods must be employed for improving reading to include appropriate level and types of materials to be used, ways of showing progress in reading to the child, and plans for extending reading instruction on an independent level.
5. Expert help, whenever needed for diagnosis and correction, should be utilized in modifying remediation and adjustment to any limitation.
6. Help from parents and total school personnel must be solicited in solving individual reading problems.
7. Standardized and informal procedures must be used in measuring actual progress in reading.
8. In the final analysis, every effort must be made to help pupils read to their reading capacity and to be and feel successful.

SERVICES PROVIDED

Classes in remedial reading generally enroll eight pupils who are about the same grade level and who have like difficulties in reading. There are from three to eight 30-minute classes in each of the selected schools. Classrooms are designated where the remedial teachers meet the children each morning or each afternoon five days a week and thirty-six weeks of the year.

Teaching techniques used by the teachers vary as their training and the needs of the children would indicate. Much visual and auditory equipment and many materials are used. These include tapes on vocabulary and phonic and film strips (in color) in curriculum development on levels from readiness through grade six. Other graded instructional materials are used including diagnostic and skill texts, two completely grading reading series (basal texts) and independent reading materials. Some teaching machines are used in certain situations and on a very limited basis.

Counseling and guidance are given these children by their teachers, principals, and in two schools by counselors. Many have received psychological evaluations provided through the Special Services Department. Some of the children are given speech therapy and/or speech improvement (also through the Special Services Department).

In many instances these children are provided hot lunches at their schools. Some childen also have received clothing. Others have received medical and dental care.

PARTICIPANTS

The criteria for selection of participants have been given and can be seen as Exhibit 6.

Tables showing number of participants by school, by teacher, and by grade are shown as Exhibit 8 (1965–66, Exhibit 9 (1966–67), Exhibit 10 (1967–68), and Exhibit 11 (1968–69). The 1969–70 report will be completed June 1, 1970.

STAFF

The staff involved in providing elementary remedial reading services in terms of number, training, experience, functions, and responsibilities follows:

Name	Area of specialization	Degree	Certificate	Semester hours in area of specialization	Total years experience	Total years as specialist
Wallace, David	Director, elementary education.	MSE	Adm. 862	60	20	6
Moore, Mrs. Ruth A.	Director, special services.	M. Ed	High school 42380	59	40	16
Adams, Mrs. Lentese	Remedial reading teacher.	MA	6-year elementary 15828	21	28	4
Crittenden, Mrs. Evelyn	do	MA	6-year elementary 11795	6	20	4
Johnson, Mrs. Ann	do	BA	6-year elementary 23292	12	6	3
Smith, William O	do	MSE	6-year elementary 22124	21	2	1
Willis, Mrs. Verna	do	BSE	6-year elementary 23344	21	19	4
Humbard, Robert	Speech therapist	BA	Emergency high school 3347.	38	2	2
Lewis, Vernon	do	BA	Emergency high school 31894.	46	2	2
Nelson, Mrs. Carolyn	do	BSE	High school 34037	22	5	
McIlroy, Mrs. Jill	do	BA	High school 49585	45	1	

Related project components include:

1. Special programs at the various Parent-Teacher Association meetings with the Director and/or remedial reading teachers participating.

2. Parent-teacher conferences to discuss pupils' progress in reading and their improved self-concept.

3. In-service training has been provided for the remedial reading staff over the entire three and a half years that the program has been in progress. The staff has participated as follows:

(a) January, 1966, a three-day workshop was held in our curriculum center with Dr. Dorothy Bracken, reading specialist from Southern Methodist University.

(b) 1965–66, 1966–67, 1967–68, 1968–69, 1969–70—Monthly staff meetings with local and state supervisors and consultants from various publishers making presentations.—

(c) Arkansas Education Association meetings with reading specialist, presentations of preventing and remedying reading problems.

(d) Reading Conferences at:

(1) State College of Arkansas and State Department of Education: October, 1967—Dr. Roy Kress, Temple University; October, 1968—Dr. Marjorie Johnson, Temple University; October, 1969—Dr. A. Sterl Artley, University of Missouri.

(2) Henderson State College and State Department of Education: June, 1969—Dr. Albert Harris, Queen's College, N.Y.; Dr. Dorothy Bracken, Southern Methodist University, Dallas, Texas.

(3) Hotel Lafayette: August, 1969—Dr. A. Sterl Artley, University of Missouri; Dr. R. C. Bradley, North Texas State University.

EFFECTIVENESS

From the beginning of The Elementary Remedial Reading Program, pupils were generally selected who were one or more years below grade level.

Of the 690 pupils in grades three through six initially enrolled in January, 1966, many made progress as judged by both remedial reading teacher and the regular classroom teacher. No special measurement was given.

Of the 708 pupils enrolled in the 1966–67 school year, many made marked progress as determined by actual reading performance in the everyday classroom situation. No additional testing was done after October, 1966; therefore, the progress was not determined objectively.

During the 1967–68 school year, 907 pupils enrolled in The Elementary Remedial Reading Program were given pre tests October 16–20, 1967, and post tests May 13–17, 1968, thereby allowing seven months of instruction between tests.

The intelligence test scores were taken from the individual folders of the pupils. Pintner-Cunningham scores are given for grade two pupils, Lorge-Thorndike, Level A, scores are given for grades three and four, and Level C for grades five and six.

The Gates-MacGinitie Reading Tests, Forms 1 and 2, Levels B, C, and D were used to measure achievement in vocabulary and comprehension.

Please see Exhibit 12 for complete test data by teacher, by grade, by school, and the total for all grades. Please note the mean IQ scores are all in the Dull Normal classification and the progress by grades is from six months to eight months in Vocabulary and from six months to one year and one month in Comprehension. This is considered to be quite extraordinary progress for slow learning children.

Repeating the information given in Exhibit 12 for emphasis, please study the following tabulation:

GATES-MacGINITIE TEST DATA 1967–68

Grade	Number tested	Mean IQ	October Vocabulary	October Comprehension	May Vocabulary	May Comprehension	Progress Vocabulary	Progress Comprehension
Primary II	61	89	1.7	1.6	2.0	2.2	0.6	0.6
Primary III	134	86	2.1	2.2	2.9	3.1	.8	.9
Grade 4	225	87	2.8	2.8	3.6	3.6	.8	.8
Grade 5	264	88	3.7	3.5	4.4	4.4	.7	.9
Grade 6	223	87	4.3	3.9	5.1	5.0	.8	1.1
Total	907	88					.7	.9

After careful study of the above test data, the administrative staff and the remedial teachers agreed that more time than two or three days a week should be given pupils in remedial reading. The decision was made to serve children in the ten schools who by objective measurement needed additional instruction in reading the most. The schedule for the 1968–69 school year allowed remedial reading instruction for thirty minutes each day for the entire school year. More overall progress in classroom performance was seen and more interest in reading itself was noted.

The same intelligence tests and the Gates MacGinitie Reading Tests were used to measure mental ability and reading achievement in Vocabulary and Comprehension. Please refer to Exhibit 13 for complete test data by teacher, by grade, by school, and by total in ten schools.

It is noted for emphasis the test data by grade in the following tabulation:

GATES-MacGINTIE TEST DATA, 1968–69

Grade	Number tested	Mean IQ	October Voc.	October Comp.	May Voc.	May Comp.	Progress Voc.	Progress Comp.
Primary II	82	87	1.6	1.6	2.3	2.3	0.9	0.7
Primary III	131	84	2.1	2.1	2.8	2.7	.7	.6
Grade 4	117	85	2.8	2.8	3.4	3.5	.6	.7
Grade 5	115	86	3.2	3.2	4.1	3.9	.9	.8
Grade 6	85	86	4.0	3.8	4.9	4.6	1.0	.8
Total	530	85					.8	.7

Considering the 1967–68 mean progress of seven months in Vocabulary and nine months in Comprehension for 907 pupils and the 1968–69 mean progress of eight months in Vocabulary and seven months in Comprehension for 530 children, one could conclude that five days instruction per week for 1968–69 instead of two or three days per week for 1967–68 produced no gain. However, it must be noted that we were working with children in the ten lowest schools in terms of academic achievement as measured September 30, 1968, and April 30, 1969, by the use of Metropolitan Achievement Test for Primary II pupils and the Iowa Tests of Basic Skills for Primary III and grades four through six. Exhibit 14 shows mean progress in reading for 3,755 pupils (ten schools) in grades two through six and the mean progress in reading for 530 pupils in remedial reading in the same ten schools.

Repeating for emphasis, "All Primary II pupils made a mean progress of five months, while the pupils in remedial reading made a mean progress of eight months. All Primary III pupils made a mean progress of seven months as did the pupils in remedial reading. All fourth grade pupils made a mean progress of six months, while the pupils in remedial reading made a mean progress of seven months. All fifth grade pupils made a mean progress of seven months, while the pupils in remedial reading made a mean progress of eight months. Finally, all sixth grade pupils made a mean progress of five months and all remedial reading pupils made a mean progress of eight months."

Repeating for emphasis, "Please note the mean IQ of 88 for 3,755 pupils in ten schools with a mean progress in reading of five months for Primary II, seven months for Primary III, six months for grade four, seven months for grade five and five months for grade six." Please note further the mean IQ of 85 for 530 pupils in remedial reading in the same ten schools with a mean progress in reading of eight months for Primary II, seven months for Primary III, seven months for grade four, eight months for grade five, and eight months for grade six.

The difference in the mean IQ scores of both groups is not considered significant except with the three point difference in the mean IQ of 88 for 3,755 pupils and IQ of 85 for 530 pupils, with mean progress in remedial reading exceeding the mean progress in regular reading at all grade levels except at the Primary III level, where the mean progress for both groups is seven months for seven months teaching.

Therefore, it is concluded that remedial reading provided every day for the entire school year produces adequate progress which is in fair correlation to the pupils' mean mental ability.

It was on this conclusion that we are continuing our 1969–70 remedial reading program on the same basis as the 1968–69 schedule. The Gates-MacGinitie tests were administered in early October, 1969, and will be given again in May, 1970. Careful analysis will be made as to this year's mean progress before plans for the 1970–71 school year are completed.

The administrators, principals, regular teachers, and remedial reading teachers believe we are on the way to establishing and maintaining a sound program in reading, both in the regular classroom and the remedial classroom. We feel that through the teaching of reading at appropriate instructional levels, the pupils will be successful and will gain confidence in accomplishment and improvement of self-concept.

Budget

When *Operation Succeed* was initiated in late 1965 considerable staff was recruited. This study on remedial reading is concerned chiefly with five teachers and their supervision who work under the direction of the Assistant Superintendent of Instruction and the Director of Elementary Education. The salaries of the administrators are paid from local funds. The salaries of the five teachers are paid from federal funds. Other staff members working directly or indirectly and on a part-time basis with the children are five speech therapists and six psychological examiners. The salaries of four speech therapists, two psychological examiners, and one secretary are paid from federal funds while the remaining staff is paid from local funds.

Some money from federal funds was spent for two mobile units to house remedial reading, speech therapy, and psychological testing at two schools. The total cost of these units and furnishings was approximately $10,000. Considerable instructional materials have been purchased for the sole use of the teachers and children in remedial reading. During the 1968–69 school year the total of $2,360.92 spent for instructional materials was taken from local funds. During the 1968–69 school year $38,190 from federal money was spent for the salaries of five remedial teachers. Their travel allowance was $675 for 530 pupils in remedial reading. This was a total of $38,865 or a per pupil cost of $73.33 in addition to $357 per pupil cost from local funds.

EXHIBIT 1.—REVISED TENTATIVE SCHEDULE FOR ELEMENTARY REMEDIAL READING TEACHERS

Teacher	Assignment	Tentative schedule
Mrs. Mauryne Van Pelt	Carver	Tuesday, Thurdsay—all day.
	Pfeifer	Monday, Wednesday, Friday—8:30-9:45.
	Kramer	Monday, Wednesday, Friday—10-11:30.
	Gibbs	Monday, Wednesday, Friday—p.m.
Mrs. Bernice Simon	Granite Mountain	Tuesday, Thursday—a.m.
	Gillam	Tuesday, Thursday—p.m.
	Washington	Monday, Wednesday, Friday—a.m.
	Bush	Monday, Wednesday, Friday—12:15-1:45.
	Parham	Monday, Wednesday, Friday—2-3:15.
Mrs. Lentese Adams	Rightsell	Monday, Wednesday, Friday—a.m.
	Ish	Monday, Wednesday, Friday—p.m.
	Mitchell	Tuesday, Thursday—a.m.
	Centennial	Tuesday, Thursday—p.m.
Mrs. Verna Willis	Stephens	Monday, Wednesday, Friday—a.m.
	Franklin	Monday, Wednesday, Friday—p.m.
	Garland	Tuesday, Thursday—a.m.
	Woodruff	Tuesday, Thursday—p.m.
Mrs. Evelyn Crittenden	Wilson	Monday, Wednesday, Friday—a.m.
	Romine	Monday, Wednesday, Friday—p.m.
	Oakhurst	Tuesday, Thursday—a.m.
	Lee	Tuesday, Thursday—p.m.

EXHIBIT 2.—TENTATIVE SCHEDULE FOR ELEMENTARY REMEDIAL READING TEACHERS

Teacher	Assignment	Tentative schedule
Mrs. Ann Johnson	Carver	Tuesday, Thursday—all day.
	Pfeifer	Monday, Wednesday, Friday—8:30-9:45.
	Kramer*	Monday, Wednesday, Friday—10-11:30.
	Gibbs	Monday, Wednesday, Friday—p.m.
Mrs. Berenice Simon	Granite Mountain	Tuesday, Thrusday—a.m.
Mrs. Carolyn Hall	Gillam	Tuesday, Friday—p.m.
	Washington	Monday, Wednesday—a.m.
	Bush	Wednesday—p.m. and Friday—a.m.
	Parham*	Monday, Thursday—p.m.
Mrs. Lentese Adams	Rightsell*	Monday, Wednesday, Friday—a.m.
	Ish	Monday, Wednesday, Friday—p.m.
	Mitchell	Tuesday, Thursday—a.m.
	Centennial	Tuesday, Thursday—p.m.
Mrs. Verna Willis	Stephens	Monday, Wednesday, Friday—a.m.
	Franklin	Monday, Wednesday, Friday—p.m.
	Garland*	Tuesday, Thursday—a.m.
	Woodruff	Tuesday, Thursday—p.m.
Mrs. Evelyn Crittenden	Wilson	Monday, Wednesday, Friday—a.m.
	Romine	Monday, Wednesday, Friday—p.m.
	Oakhurst*	Tuesday, Thursday—a.m.
	Lee	Tuesday, Thursday—p.m.

*Remedial reading teachers will be housed in these schools temporarily. They will be housed in the board of education building annex as soon as this building is occupied.

EXHIBIT 3.—REMEDIAL READING SCHEDULE, 1967–68

Teacher	Day	Time	School
Adams, Mrs. Lentese	Monday, Wednesday, Friday	A.m	Mitchell.
	do	P.m	Ish.
	Tuesday, Thursday	A.m	Rightsell.
	do	P.m	Centennial.
Crittenden, Mrs. Evelyn	Monday, Wednesday	A.m	Romine.
	Monday, Friday	P.m	Wilson.
	Tuesday, Thursday	A.m	Oakhurst.
	do	P.m	Lee.
	Wednesday	P.m	Western Hills.
	Friday	A.m	Do.
Hall, Mrs. Carolyn	Monday, Wednesday	A.m	Washington.
	Monday, Thursday	P.m	Parham.
	Tuesday, Thursday	A.m	Granite Mountain.
	Tuesday, Friday	P.m	Gillam.
	Wednesday	P.m	Bush.
	Friday	A.m	Do.
Johnson, Mrs. Ann	Monday, Wednesday, Friday	8:30–9:45	Pfeifer.
	do	10–11:30	Kramer.
	do	P.m	Gibbs.
	Tuesday, Thursday	All day	Carver.
Willis, Mrs. Verna	Monday, Wednesday, Friday	A.m	Stephens.
	do	P.m	Franklin.
	Tuesday, Thursday	A.m	Garland.
	do	P.m	Woodruff.

EXHIBIT 4.—ELEMENTARY REMEDIAL READING TEACHER'S SCHEDULE, 1968–69

Reading teacher	School	Time	
Adams, Mrs. Lentese	Mitchell	A.m.	8:15–12:20.
	Ish	P.m.	12:40–3:45.
Crittenden, Mrs. Evelyn	Gillam	A.m.	8:15–10:15.
	Granite Mountain	P.m.	12:30–3:45.
Johnson, Mrs. Ann	Carver	A.m.	8:15–11:40.
	Pfeifer	P.m.	1:00–3:45.
Smith, William O.[1]	Washington	A.m.	8:15–12:15.
	Bush	P.m.	12:25–3:45.
Willis, Mrs. Verna	Stephens	A.m.	8:15–11:40.
	Gibbs	P.m.	12:30–3:45.

[1] Mr. Smith replaced Mrs. Carolyn Hall who went on maternity leave Jan. 6, 1969.

EXHIBIT 5.—REMEDIAL READING TENTATIVE SCHEDULE, 1969–70

Teacher	Days	Time	School	Room
Adams:				
6 classes	Monday to Friday	8:30–11:30	Ish	Mobile unit.
5 classes	do	12:15–3:15	Mitchell	Classroom.
Crittenden:				
6 classes	do	8:30–11:30	Rightsell	Room 20.
5 classes	do	12:15–3:15	Lee	Basement room.
Johnson:				
8 classes	do	10:45–3:15	Carver	Room 36.
3 classes	do	8:30–10:30	Pfeifer	Trailer 4.
Smith:				
6 classes	do	8:30–11:30	Granite Mountain	Stage.
5 classes	do	12:15–3:15	Washington	Mobile unit.
Willis:				
5 classes	do	8:30–11:30	Gibbs	Room 1.
6 classes	do	12:15–3:15	Stephens	Room 13.

EXHIBIT 6.—SELECTION OF STUDENTS FOR REMEDIAL READING INSTRUCTION

Children selected for remedial reading classes may be identified as those children who are not achieving at a normal rate, and whose performance ranges from the non-reader to a year or so below the grade placement. The teacher determines the pupil's retardation by comparing his reading achievement score with his mental and chronological age. Children doing as well as can be expected need a regular program paced to their abilities, with adaptation of materials and methods in the light of chronological age and interests.

Children who qualified (by policy) for special education instruction will not be considered for placement in remedial reading classes.

Generally, children will be selected for remedial reading from the most severely retarded and will come from third year pupils and above.

Remedial reading groups should be kept small enough to permit close attention to pupil needs. Groups should usually be not more than six or seven, although they may be larger if the pupils are very similar in reading level and deficiencies.

Placement in reading groups should be on a nongraded basis.

EXHIBIT 7.—SELECTION OF STUDENTS FOR REMEDIAL READING INSTRUCTION

Children selected for remedial reading classes may be identified as those children who are not achieving at a normal rate, and whose performance ranges from the non-reader to a year or so below the grade placement. The teacher determines the pupil's retardation by comparing his reading achievement score with his mental and chronological age. Children doing as well as can be expected need a regular program paced to their abilities, with adaptation of materials and methods in the light of chronological age and interests.

Children who qualified (by policy) for special education instruction will not be considered for placement in remedial reading classes.

Children must have completed one year in school before being recommended for remedial reading instruction.

Remedial reading groups should be kept small enough to permit close attention to pupil needs. Groups should usually be not more than six or seven, although they may be larger if the pupils are very similar in reading level and deficiencies.

Placement in reading groups should be on a nongraded basis.

The Gates reading tests will be administered to each child during the year to determine his progress.

Any deviation from the above-stated procedure should be approved by my office.

EXHIBIT 8.—REVISED TENTATIVE SCHEDULE FOR ELEMENTARY REMEDIAL READING TEACHERS[1]

Teacher	Assignment	Number of pupils	Tentative schedule
Van Pelt, Mrs.Mauryne	Carver	72	Tuesday and Thursday—all day.
	Pfeifer	16	Monday, Wednesday, and Friday—8:30-9:45.
	Kramer	23	Monday, Wednesday, and Friday—10-11:30.
	Gibbs	32	Monday, Wednesday, and Friday—p.m.
	Total	143	
Simon, Mrs. Berenice	Granite Mountain	46	Tuesday, Thursday—a.m.
	Gillam	19	Tuesday, Thursday—p.m.
	Washington	31	Monday, Wednesday, and Friday—a.m.
	Bush	21	Monday, Wednesday, and Friday—12:15-1:45.
	Parham	15	Monday, Wednesday, and Friday—2-3:15.
	Total	132	
Adams, Mrs. Lentese	Rightsell	41	Monday, Wednesday, and Friday—a.m.
	Ish	31	Monday, Wednesday, and Friday—p.m.
	Mitchell	38	Tuesday and Thursday—a.m.
	Centennial	28	Tuesday and Thursday—p.m.
	Total	138	
Willis, Mrs. Verna	Stephens	27	Monday, Wednesday, and Friday—a.m.
	Franklin	34	Monday, Wednesday, and Friday—p.m.
	Garland	40	Tuesday and Thursday—a.m.
	Woodruff	32	Tuesday and Thursday—p.m.
	Total	133	
Crittenden, Mrs. Evelyn	Wilson	26	Monday, Wednesday, and Friday—a.m.
	Romine	42	Monday, Wednesday, and Friday—p.m.
	Oakhurst	33	Tuesday and Thursday—a.m.
	Lee	43	Tuesday and Thursday—p.m.
	Total	144	

---

[1] Five teachers, 21 schools, 690 pupils.

EXHIBIT 9.—ELEMENTARY REMEDIAL READING 1966-67

Teacher and school	Number of pupils	Grade placement						Grade performance					
		1	2	3	4	5	6	1	2	3	4	5	6
Adams, Mrs. Lentese:													
Centennial	35	0	0	7	10	8	10	0	7	18	0	10	0
Ish	51	0	0	4	25	8	14	10	23	18	0	0	0
Mitchell	57	0	0	11	21	25	0	4	0	21	32	0	0
Rightsell	55	0	0	7	22	9	17	8	0	30	8	9	0
Total	198	0	0	29	78	50	41	22	30	87	40	19	0
Crittenden, Mrs. Evelyn:													
Lee	32	0	0	2	14	8	8	0	6	12	9	5	0
Oakhurst	22	0	0	3	4	6	9	0	5	0	10	7	0
Romine	40	0	0	10	11	8	11	0	15	16	9	0	0
Wilson	28	0	0	2	9	9	8	0	0	6	16	6	0
Total	122	0	0	17	38	31	36	0	26	34	44	18	0
Hall, Mrs. Carolyn:													
Bush	24	0	2	7	6	4	5	14	0	5	0	5	0
Gillam	21	0	0	5	5	6	5	6	0	8	0	7	0
Granite Mountain	39	0	0	8	10	7	14	7	12	13	0	7	0
Parham	26	0	0	0	2	14	10	3	0	17	0	6	0
Washington	23	0	0	0	8	9	6	2	7	7	0	7	0
Total	133	0	2	20	31	40	40	32	19	50	0	32	0
Johnson, Mrs. Ann:													
Carver	62	0	0	9	26	20	7	31	18	13	0	0	0
Gibbs	22	0	0	6	6	6	4	0	10	10	2	0	0
Kramer	22	0	0	5	8	9	0	4	14	4	0	0	0
Pfeifer	14	0	0	5	2	6	1	7	7	0	0	0	0
Total	120	0	0	25	42	41	12	42	49	27	2	0	0
Willis, Mrs. Verna:													
Franklin	39	0	0	6	20	10	3	0	10	29	0	0	0
Garland	33	0	0	8	3	10	12	0	14	0	8	6	5
Stephens	39	0	0	0	12	15	12	0	12	15	0	12	0
Woodruff	24	0	0	0	5	9	10	0	6	5	5	5	3
Total	135	0	0	14	40	44	37	0	42	49	13	23	8
Grand Totals:													
Adams, L	198	0	0	29	78	50	41	22	30	87	40	19	0
Crittenden, E	122	0	0	17	38	31	36	0	26	34	44	18	0
Hall, C	133	0	2	20	31	40	40	32	19	50	0	32	0
Johnson, A	120	0	0	25	42	41	12	42	49	27	2	0	0
Willis, V	135	0	0	14	40	44	37	0	42	49	13	23	8
Grand total	708	0	2	105	229	206	166	96	166	247	99	92	8

EXHIBIT 10.—REMEDIAL READING WORKLOAD, BY TEACHER, BY SCHOOL, BY GRADE, 1967–68

School	Teacher	Grade 2	Grade 3	Grade 4	Grade 5	Grade 6	Total
Centennial	Adams			13	23	8	44
Ish	do		1	9	22	10	42
Mitchell	do		9	25	23	16	73
Rightsell	do		4	13	29	9	55
Total			14	60	97	43	214
Lee	Crittenden	2		13	12	6	33
Oakhurst	do		9	8	7	6	30
Romine	do		3	10	15	5	33
Western Hills	do	4	14	6	5		29
Wilson	do		8	3	14	4	29
Total		6	34	40	53	21	154
Bush	Hall	7	7	7	7		28
Gilliam	do	5	6	5	4	3	23
Granite Mountain	do		5	8	8	6	27
Parham	do	5	3	7	9	3	27
Washington	do		8	8	4	12	32
Total		17	29	35	32	24	137
Carver	Johnson		10	27	16	11	64
Gibbs	do	14	3	6	13	10	46
Kramer	do	6	3	3	4		16
Pfeifer	do	10	1	5		2	18
Total		30	17	41	33	23	144
Franklin	Willis			13	20	9	42
Garland	do		9	5	7	13	34
Stephens	do			13	18	18	49
Woodruff	do	8		16	6	12	42
Total		8	9	47	51	52	167
Year							
	Adams		14	60	97	43	214
	Crittenden	6	34	40	53	21	154
	Hall	17	29	35	32	24	137
	Johnson	30	17	41	33	23	144
	Willis	8	9	47	51	52	167
Total		61	103	223	266	163	816

EXHIBIT 11.—REMEDIAL READING WORKLOAD, BY TEACHER, BY SCHOOL, BY GRADE, 1968–69

School	Teacher	Primary II	Primary III	Grade 4	Grade 5	Grade 6	Total
Ish	Adams	17	17	16	15	10	75
Mitchell	do	30	16	17	17	11	91
Total		47	33	33	32	21	166
Gillam	Crittenden	9	10	8	6	3	36
Granite Mountain	do		23	12	19	9	63
Total		9	33	20	25	12	99
Bush	Smith[1]		13	8	5	8	34
Washington	do	14	8	9	6	9	46
Total		14	21	17	11	17	80
Carver	Johnson	2	10	22	20	10	64
Pfeifer	do	7	9	10		9	35
Total		9	19	32	20	19	99
Gibbs	Willis	3	9	8	9	8	37
Stephens	do		16	7	18	8	49
Total		3	25	15	27	16	86
Grand total	Five teachers	82	131	117	115	85	530

[1] Mr. Smith replaced Mrs. Carolyn Hall, Jan. 2, 1969.

EXHIBIT 12.—GATES-MacGINITIE READING TEST SHOWING MEAN PROGRESS FROM OCTOBER 1967, TO MAY 1968, FOR 907 PUPILS ENROLLED IN REMEDIAL READING, 1967–68

PRIMARY II

School and grade	Teacher	Number of pupils	Mean IQ	Mean achievement, October		Mean achievement, May		Mean achievement progress	
				Vocational	Comprehension	Vocational	Comprehension	Vocational	Comprehension
Bush	C. Hall	7	88			1.8	2.1		
Gibbs	A. Johnson	14	81	1.4	1.4	1.6	1.7	0.2	0.3
Gillam	C. Hall	5	77	1.6	1.7	1.8	2.2	.2	.5
Kramer	A. Johnson	6	94	1.4	1.6	2.1	2.9	.7	1.3
Lee	B. Crittenden	2	91			1.5	1.7		
Parham	C. Hall	5	93	2.4	1.0	2.8	2.6	.4	.4
Pfeifer	A. Johnson	10	88			2.1	2.4		
Western Hills	E. Crittenden	4	103			1.9	2.2		
Woodruff	V. Willis	8	87	1.7	1.6	2.5	2.1	.8	.5
Total		61	89	1.7	1.6	2.0	2.2	.6	.6
PRIMARY III									
Bush	C. Hall	7	80	2.1	2.2	2.6	2.5	0.5	0.3
Carver	A. Johnson	10	85	1.8	3.2	2.4	3.1	.6	−.1
Garland	V. Willis	9	87	1.9	1.9	3.2	3.3	1.3	1.4
Gibbs	A. Johnson	3	81	3.1	3.1	3.8	4.0	.7	.9
Gillam	C. Hall	6	93	2.1	2.2	2.8	3.1	.7	.9
Granite Mountain	do	5	86	1.9	2.2	2.6	2.4	.7	.2
Ish	L. Adams	1	79	1.0	1.1	1.7	1.5	.7	.4
Kramer	A. Johnson	3	77	2.2	2.3	2.6	3.1	.4	.8
Mitchell	L. Adams	9	90	2.0	2.3	3.2	3.1	1.2	.8
Oakhurst	E. Crittenden	9	84	2.2	2.2	3.2	3.1	1.0	.9
Parham	C. Hall	3	80	2.2	2.0	3.3	2.9	1.1	.9
Pfeifer	A. Johnson	1	88			2.9	3.7		
Rightsell	L. Adams	4	88	1.8	1.6	2.6	2.4	.8	.8
Romine	E. Crittenden	3	90	2.9	2.8	3.0	2.9	.1	.1
Washington	C. Hall	8	96	1.9	2.0	2.4	2.3	.5	.3
Western Hills	E. Crittenden	14	90	1.9	1.7	3.4	3.0	1.5	1.3
Wilson	do	8	83	2.1	2.4	3.0	2.9	.9	.5
Total		134	8.6	2.1	2.2	2.9	3.1	.8	.9
GRADE 4									
Bush	C. Hall	7	87	3.1	2.8	4.0	3.9	0.9	1.1
Carver	A. Johnson	27	90	2.4	2.5	2.9	3.3	.5	.8
Centennial	L. Adams	13	88	2.8	1.8	3.8	3.7	1.0	1.9
Franklin	V. Willis	13	83	3.0	3.0	3.5	3.3	.5	.3
Garland	do	5	94	3.5	3.2	4.4	3.8	.9	.6
Gibbs	A. Johnson	6	85	2.8	2.7	3.6	3.9	.7	.9
Gillam	C. Hall	5	77	2.5	2.7	3.4	3.0	.9	.3
Granite Mountain	do	8	82	2.6	2.5	3.6	2.6	1.0	.1
Ish	L. Adams	9	87	1.7	2.2	2.4	2.7	.7	.5
Kramer	A. Johnson	5	99	2.9	2.9	3.1	3.1	.2	.2
Lee	E. Crittenden	13	86	3.0	3.5	3.8	4.2	.8	.7
Mitchell	L. Adams	25	88	2.9	2.5	3.9	3.5	1.0	1.0
Oakhurst	E. Crittenden	8	83	2.8	3.4	3.7	3.8	.9	.4
Parham	C. Hall	7	92	3.2	3.2	3.7	3.6	.5	.4
Pfeifer	A. Johnson	5	99	2.9	2.9	3.1	3.1	.2	.2
Rightsell	L. Adams	13	88	2.4	2.3	2.7	3.6	.3	1.3
Romine	E. Crittenden	10	89	2.6	2.5	3.3	3.8	.7	1.3
Stephens	V. Willis	13	85	2.8	2.7	3.5	3.2	.7	.5
Washington	C. Hall	8	82	2.6	2.7	3.4	3.7	.8	1.0
Western Hills	E. Crittenden	6	87	4.0	3.8	4.7	4.8	.7	1.0
Wilson	do	3	87	3.1	3.1	4.1	3.7	1.0	.6
Woodruff	V. Willis	16	86	3.0	3.0	3.6	3.9	.6	.9
Total		225	87	2.8	2.8	3.6	3.6	.8	.8

EXHIBIT 12.—GATES-MacGINITIE READING TEST SHOWING MEAN PROGRESS FROM OCTOBER 1967, TO MAY 1968, FOR 907 PUPILS ENROLLED IN REMEDIAL READING, 1967–68—Continued

GRADE 5

School and grade	Teacher	Number of pupils	Mean IQ	Mean achievement, October		Mean achievement, May		Mean achievement progress	
				Vocational	Comprehension	Vocational	Comprehension	Vocational	Comprehension
Bush	C. Hall	7	86	3.5	3.3	3.5	4.3	0.2	1.0
Carver	A. Johnson	16	87	3.7	3.3	3.5	3.8	.2	.5
Centennial	L. Adams	23	88	3.4	2.8	5.1	4.7	1.7	1.9
Franklin	V. Willis	20	95	4.7	4.4	4.7	4.9	0	.5
Garland	do	7	79	3.8	2.7	3.9	4.3	.1	1.6
Gibbs	A. Johnson	13	88	3.9	3.5	4.1	4.4	.2	.9
Gillam	C. Hall	4	98	3.6	3.3	3.7	5.3	.1	2.0
Granite Mountain	do	6	85	3.9	4.0	3.9	4.1	0	.1
Ish	L. Adams	22	82	2.8	2.4	3.9	3.2	1.1	.8
Kramer	A. Johnson	4	96	3.9	3.1	4.7	4.0	.8	.9
Lee	E. Crittenden	12	97	3.9	3.5	4.4	4.7	.5	1.2
Mitchell	L. Adams	23	86	4.0	3.2	4.4	4.0	.4	.8
Oakhurst	E. Crittenden	7	92	2.9	3.2	4.0	3.9	1.1	.7
Parham	C. Hall	9	86	3.9	3.6	4.5	4.6	.6	1.0
Rightsell	L. Adams	29	86	3.9	3.5	4.5	4.6	.6	1.1
Romine	E. Crittenden	15	92	3.9	3.6	4.5	5.1	.6	1.5
Stephens	V. Willis	18	84	4.1	4.0	4.9	4.1	.8	.1
Washington	C. Hall	4	77	4.2	3.2	4.7	4.0	.5	.8
Western Hills	E. Crittenden	5	91	4.4	4.6	4.9	5.1	.5	.5
Wilson	do	14	87	4.0	4.1	4.7	5.0	.7	.9
Woodruff	V. Willis	6	95	3.9	3.7	5.0	4.9	1.1	1.2
Total		264	88	3.7	3.5	4.4	4.4	.7	.9

GRADE 6

School and grade	Teacher	Number of pupils	Mean IQ	Mean achievement, October		Mean achievement, May		Mean achievement progress	
				Vocational	Comprehension	Vocational	Comprehension	Vocational	Comprehension
Carver	A. Johnson	11	88	4.2	3.4	4.5	4.8	0.3	1.6
Centennial	L. Adams	8	79	5.3	3.9	6.6	7.0	1.3	3.1
Franklin	V. Willis	9	89	4.6	4.7	5.1	5.4	.5	.7
Garland	do	13	101	4.3	4.7	5.4	7.0	1.1	2.3
Gibbs	A. Johnson	10	89	4.5	4.4	5.0	5.0	.5	.6
Gillam	C. Hall	3	77	3.5	3.4	3.9	4.1	.4	.7
Granite Mountain	do	6	85	3.9	4.0	3.9	4.1	.0	.1
Ish	L. Adams	10	85	3.6	2.5	4.1	4.1	.5	1.6
Lee	E. Crittenden	6	93	4.8	4.8	4.8	5.4	0	.6
Mitchell	L. Adams	16	85	4.6	4.1	4.9	4.1	.3	0
Oakhurst	E. Crittenden	6	83	5.0	4.1	5.6	5.0	.6	.9
Parham	C. Hall	3	86	4.2	4.9	5.0	4.7	.8	–.2
Pfeifer	A. Johnson	2	96	4.2	4.0	5.1	4.8	.9	.8
Rightsell	L. Adams	9	90	4.6	3.9	5.9	5.1	1.3	1.2
Romine	E. Crittenden	5	95	2.7	2.5	4.3	5.3	1.6	2.8
Stephens	V. Willis	18	75	4.3	3.5	4.7	4.7	.4	1.2
Washington	C. Hall	12	76	4.2	3.4	5.2	5.2	1.0	1.8
Wilson	E. Crittenden	4	90	3.9	4.0	4.3	5.1	.4	1.1
Woodruff	V. Willis	12	86	4.5	3.5	4.4	3.3	.1	–.2
Total		223	87	4.3	3.9	5.1	5.0	.8	1.0
Grand total	5 teachers	907	88					.7	.8

EXHIBIT 13.—GATES-MacGINITIE READING TEST—MEAN, FALL AND SPRING TEST DATA SHOWING PROGRESS, ALL TEACHERS, 1968-69

Teacher—School	L. Adams		Crittenden		Johnson		Smith-Hall		Willis		All teachers
	Ish	Mitc.	Gilliam	Gr. Mtn.	Carv.	Pfe.	Bush.	Wash.	Gibbs	Step.	
Primary II (2.1 [1]):											
Number of pupils	30	17	9	....	2	7	....	14	3	....	82
Mean IQ	80	83	87	....	83	87	....	82	94	....	87
October vocabulary	1.6	1.6	1.6	....	1.5	1.6	....	2.1	1.6	....	1.6
October comprehensive	1.5	1.6	1.6	....	1.5	1.9	....	2.4	1.6	....	1.6
May vocabulary	2.6	2.7	2.5	....	1.6	1.9	....	2.9	3.3	....	2.3
May comprehensive	2.4	2.6	2.6	....	1.5	2.6	....	2.9	3.0	....	2.3
Progress in vocabulary	1.0	1.1	.9	....	.1	1.0	....	.8	1.7	....	.7
Progress in comprehensive	1.0	1.0	1.0	....	0	0.5	....	.5	1.4	....	.7
Primary III (3.1 [1]):											
Number of pupils	16	17	10	23	10	9	13	8	9	16	131
Mean IQ	81	81	85	82	88	86	92	89	78	83	84
October vocabulary	1.9	1.8	1.7	1.9	1.9	2.5	1.5	1.9	2.6	2.6	2.1
Oct comprehensive	1.9	1.8	1.7	1.7	2.0	2.3	1.5	2.1	2.4	2.7	2.1
May vocabulary	3.1	2.9	2.6	2.6	2.4	2.8	1.8	2.7	3.2	3.1	2.8
May comprehensive	2.9	2.6	2.4	2.5	2.4	2.6	1.7	2.6	3.1	3.1	2.7
Progress in vocabulary	1.2	1.1	.9	.7	.5	.3	.3	.8	.6	.4	.7
Progress in comprehension	1.1	.8	.7	.8	.4	.3	.2	.5	.7	.4	.6
Grade 4 (4.1 [1]):											
Number of pupils	17	16	8	12	22	10	8	9	8	7	117
Mean IQ	80	85	83	84	84	88	83	84	91	85	85
October vocabulary	2.9	2.5	2.5	2.8	2.4	2.8	3.0	3.0	3.3	2.9	2.8
October comprehension	2.9	2.7	2.3	2.9	2.6	2.8	3.3	3.0	3.3	2.6	2.8
May vocabulary	3.8	3.7	3.4	3.4	3.2	3.1	3.8	3.0	3.9	2.9	3.4
May comprehension	3.5	3.7	3.3	3.5	3.7	3.1	3.9	3.5	4.0	3.1	3.5
Progress in vocabulary	.9	1.2	.9	.6	.8	.3	.8	0	.6	0	.6
Progress in comprehension	.6	1.0	1.0	.6	1.1	.3	.6	.5	.7	.5	.7
Grade 5 (5.1 [1]):											
Number of pupils	17	15	6	19	20	....	5	6	9	18	115
Mean IQ	82	82	84	84	89	....	84	85	95	85	86
October vocabulary	2.7	3.0	2.6	3.3	2.1	....	3.8	3.4	4.6	3.6	3.2
October comprehension	2.5	2.9	2.8	3.5	2.3	....	4.1	2.8	4.4	3.3	3.2
May vocabulary	4.1	3.8	2.9	4.3	3.1	....	5.2	3.2	5.6	4.6	4.1
May comprehension	3.6	3.7	2.9	4.5	3.1	....	4.1	3.6	5.4	4.6	3.9
Progress in vocabulary	1.4	.8	.3	1.0	1.0	....	1.4	−.2	1.0	1.0	0
Progress in comprehension	1.1	.8	1.0	1.0	.8	....	0	.8	1.0	1.3	.8

See footnote at end of table, p. 682.

EXHIBIT 13.—GATES-MacGINITIE READING TEST—MEAN, FALL AND SPRING TEST DATA SHOWING PROGRESS, ALL TEACHERS, 1968-69—Continued

Teacher—School	L. Adams		Crittenden		Johnson		Smith-Hall		Willis		All teachers
	Ish	Mitc.	Gilliam	Gr. Mtn.	Carv.	Pfe.	Bush.	Wash.	Gibbs	Step.	
Grade 6 (6.1 [1]):											
Number of pupils	11	10	3	9	10	9	8	9	8	8	85
Mean IQ	81	.4	87	86	89	95	83	82	86	88	86
October vocabulary	2.7	3.8	2.5	4.7	3.7	3.9	3.9	4.8	4.2	5.2	4.0
October comprehension	2.6	3.2	2.5	4.8	3.8	4.0	4.0	4.2	4.2	4.2	3.8
May vocabulary	4.6	5.6	3.3	5.1	5.0	5.0	3.8	5.4	5.1	5.7	4.9
May comprehension	4.2	4.8	3.1	5.2	5.3	3.7	4.2	4.6	4.9	5.5	4.6
Progress in vocabulary	2.5	1.8	.8	.4	1.3	1.1	−.1	.6	.8	.5	.9
Progress in comprehension	1.8	1.6	.6	.5	1.5	−.3	.2	.4	.7	1.3	.8

All grades		Primary II		Primary III		Grade 4		Grade 5		Grade 6	All teachers
Number of pupils		82		131		117		115		85	530
Mean IQ		87		84		85		86		86	85
October vocabulary		1.6		2.1		2.8		3.2		4.0	
October comprehension		1.6		2.1		2.8		3.2		3.8	
May vocabulary		2.3		2.8		3.4		4.1		4.9	
May comprehension		2.3		2.7		3.5		3.9		4.6	
Progress in vocabulary		.9		.7		.6		.9		1.0	
Progress in comprehension		.7		.6		.7		.8		.8	
Total number pupils	75	91	36	63	87	35	34	46	37	49	530
Mean IQ	83	81	85	84	87	89	83	86	89	95	85

---

[1] Grade norm.

School	Primary II			Primary III			Grade 4			Grade 5			Grade 6			Total pupils	Mean IQ
	(1)	(2)	(3)	(1)	(2)	(3)	(1)	(2)	(3)	(1)	(2)	(3)	(1)	(2)	(3)		

EXHIBIT 14.—COMPARATIVE READING TEST DATA (FALL AND SPRING TESTING FOR ALL PUPILS AND REMEDIAL READING PUPILS)

[(1) Fall reading mean; (2) spring reading mean; (3) mean reading progress]

School	Primary II			Primary III			Grade 4			Grade 5			Grade 6			Total pupils	Mean IQ
	(1)	(2)	(3)	(1)	(2)	(3)	(1)	(2)	(3)	(1)	(2)	(3)	(1)	(2)	(3)		
Bush:																	
All pupils	1.9	2.2	0.3	2.4	3.1	0.7	3.4	3.9	0.5	4.0	4.7	0.7	5.1	5.5	0.4	135	87
Remedial reading				2.3	2.9	.6	3.2	3.9	.7	4.0	4.7	.7	4.0	3.9	.1	34	83
Carver:																	
All pupils	2.2	2.8	.6	2.7	3.6	.9	3.5	4.3	.8	4.4	4.9	.5	5.3	5.8	.5	721	89
Remedial reading	1.5	1.6	.1	2.0	2.4	.4	2.5	3.5	1.0	2.2	3.1	.9	3.8	5.2	1.4	64	87
Gibbs:																	
All pupils	2.1	2.5	.4	2.6	3.6	1.0	3.5	3.9	.4	4.1	5.0	.9	5.0	5.5	.5	377	91
Remedial reading	1.6	3.2	1.6	2.5	3.2	.7	3.3	4.0	.7	4.5	5.5	1.0	4.3	5.0	.7	37	89
Gillam:																	
All pupils	2.0	2.5	.5	3.1	3.3	.2	3.3	3.7	.4	4.1	4.5	.4	5.2	5.3	.1	176	89
Remedial reading	1.6	2.6	1.0	1.7	2.5	.8	2.4	3.4	1.0	2.7	2.9	.2	2.5	3.2	.7	36	85
Granite Mountain:																	
All pupils	1.8	2.1	.3	2.4	2.9	.5	3.3	3.5	.2	3.9	4.6	.7	5.2	5.7	.5	464	84
Remedial reading				1.8	2.6	.8	2.9	3.5	.6	3.4	4.4	1.0	4.8	5.2	.4	63	84
Ish:																	
All pupils	2.0	2.4	.4	2.3	2.9	.6	3.2	3.5	.3	3.8	4.3	.5	4.7	5.3	.6	564	83
Remedial reading	1.6	2.7	1.1	1.8	2.8	1.0	2.6	3.7	1.1	3.0	3.8	.8	3.5	5.2	1.7	75	83
Mitchell:																	
All pupils	2.2	2.6	.4	2.8	3.4	.6	3.6	4.3	.7	3.9	4.4	.5	5.4	5.8	.4	343	88
Remedial reading	1.6	2.5	.9	1.9	3.0	1.1	2.9	3.7	.8	2.6	3.9	1.3	2.7	4.4	1.7	91	81
Pfeifer:																	
All pupils	2.1	2.8	.7	2.8	3.7	.9	3.7	3.6	.1	3.9	4.7	.8	5.1	5.3	.2	167	89
Remedial reading	1.8	2.5	.7	2.4	2.7	.3	2.8	3.1	.3				4.0	4.4	.4	35	89
Stephens:																	
All pupils	1.9	2.4	.5	2.8	3.3	.5	3.1	3.8	.7	4.1	4.9	.8	5.3	5.8	.5	356	88
Remedial reading				2.7	3.1	.4	2.8	3.0	.2	3.5	4.6	1.1	4.7	5.6	.9	49	85
Washington:																	
All pupils	1.9	2.3	.4	2.4	2.9	.5	3.2	5.3	1.1	4.2	4.8	.6	5.1	5.7	.6	452	89
Remedial reading	1.5	1.8	.3	2.0	2.7	.6	3.0	3.3	.3	3.1	3.4	.3	4.5	5.0	.5	46	86
Total:																	
All pupils	2.0	2.5	.5	2.6	3.3	.7	3.4	4.0	.6	4.0	4.7	.7	5.1	5.6	.5	3 755	88
Remedial reading	1.6	2.4	.8	2.1	2.8	.7	2.8	3.5	.7	3.2	4.0	.8	3.9	4.7	.8	530	85

SPECIAL PROJECT REPORT.—REMEDIAL READING

NEWPORT SPECIAL SCHOOL DISTRICT

(By Doyle K. Burke, Director of Curriculum Enrichment)

OBJECTIVES

(1) Identify those students who are reading below grade level through standardized tests, teacher judgment and pupil performance.
(2) Provide effective remedial instruction for visual reading skills.
(3) Provide effective remedial instruction for improved listening skills and comprehension.
(4) Provide effective remedial instruction for improvement in speed of reading.
(5) Provide effective instruction to upgrade pupil achievement to that of his peer group in reading ability.
(6) Reinforce pupil learning once the student has attained grade level which will enable him to progress as his peers.
(7) Create a desire in the pupil for more reading for pleasure.
(8) Maintain effective dialogue and cooperative relationships between remedial and regular reading teachers.

SERVICES PROVIDED

The Newport Special School District has two mobile remedial reading laboratories. Each mobile laboratory serves two elementary schools daily, spending one-half day at each school. Each mobile laboratory is equipped with a controlled reading machine, five pace-building machines, tape recorder, multi-listening station, record player, overhead projector, programed filmstrips and tapes, and a wide variety of reading materials.

Students are divided into classes of fifteen each. These students are further subdivided into small sub-groups of five according to reading ability. This approaches the optimum in ability grouping.

In a typical remedial reading class, three instructional activities are carried out simultaneously. One group will be engaging in teacher-directed instruction in word recognition, phrasing, eye movement or some other reading skill through the use of programed filmstrips, overhead projector transparencies, controlled reader presentations, etc. A second group will be listening to either programed or class-made tapes for the development of listening and comprehension skills. The third group will be utilizing the pace-building machines for improved reading speed. At the end of each fifteen minutes, the groups rotate among the activities. This permits each student to participate in each activity during a forty-five minute class period without reaching the limit of his attention span. Some classes are thirty minutes in length.

Teachers depart from this basic schedule when instruction can be given effectively to the entire class, such as the introduction of new materials, encouragement of reading for personal pleasure, and preparation for events such as Book Week.

The classes meet daily except Friday afternoon. During this time, the remedial reading teachers meet with the reading supervisor to review carefully made lesson plans, exchange ideas, evaluate materials, consult with regular reading teachers, and make advance plans. This time also permits the regular reading teachers to visit the reading laboratories for observations and conferences.

PARTICIPANTS

Students are selected for remedial reading classes on the basis of standardized reading test results, teacher observations and judgments, and pupil performance. For instance, if a pupil is recommended for remedial reading by a regular reading teacher, he may be placed in the class even though his standardized test results are above the remedial level.

STAFF

The remedial reading staff is composed of a reading supervisor and two remedial reading teachers. All have masters degrees with elementary teaching certificates.

RELATED COMPONENTS

Teacher aides are used initially to assist the remedial reading teachers in the class organization and in the performance of necessary non-teaching duties. These aides are then used to assist the regular reading teachers in listening and reading to small groups as directed by the teacher.

EFFECTIVENESS

Two hundred eighty-six pupils were programmed — in remedial reading. Of this number, forty-four pupils showed a substantial gain of more than one grade level for the year. A report of the remedial reading program by schools is included. Pupils making these gains are flagged. The average improvement in grade level reading achievement was 1.6 years. At the end of the first semester last year, forty students were returned to regular reading classes.

Objective No. 1 was evaluated in terms of the number of pupils assigned to remedial reading classes. All criteria mentioned in this objective were utilized in the identification of pupils needing remediation.

Objectives Nos. 2, 3, and 4 were reached to a significant degree as evidenced by the differences between the pre and post test results of the project group. The average improvement of 1.6 years in grade level reading ability among this group indicates that these objectives are being reached to some degree.

Objective No. 5 was achieved to the degree that thirty-two students were remediated to grade level the first semester of the 1967–68 school year and forty students were remediated to grade level the first semester of 1968–69. In the group of thirty-two, only four students fell below their pre test scores. In the group of forty students returned to regular reading classes at the end of the first semester, only nine fell below their pre test scores on post test scores given in April.

On the basis of these two groups, we are proceeding on the tentative hypothesis that a student can perform on grade level in a regular reading class after being remediated to this level.

Objective No. 6 has been significantly achieved as evidenced by the tentative conclusion drawn from the results mentioned above.

Although Objective No. 7 cannot be accurately measured objectively, teacher observations indicate that a child's desire to read increases with his ability to read.

Much emphasis has been placed on Objective No. 8. From a position of unconcern the first year of the program, regular reading teachers have reached an attitude of academic respect for the remedial reading program as evidenced by the increasing number of conferences between the two groups. Through intensive in-service activities, the remedial reading program has been completely accepted by regular teachers as an enriching contribution to our curriculum.

The following factors which we believe have been responsible for the success of our remedial reading program are recommended for adaptation in any regular reading class to the extent that they are feasible.

Although the Newport School District has not found the complete answer to the success of our remedial reading program, there are indications that much of the success can be attributed to the fact that: (1) the student is performing at all times on his ability level; (2) the student changes activities before he reached the limit of his attention span; (3) all remedial instructional activities provide the student with an immediate evaluation of his progress and, in most cases, as in listening and pace-building, he can measure his own progress; (4) the student is performing during the entire instructional period and, in a regular reading class, he must share the time with other pupils; (5) the instructional materials and programs are designed to provide effective individualized instruction on varying ability levels; and, (6) classes are smaller, enabling the teacher to provide for student differences more effectively.

BUDGET

The total amount expended for remedial reading last year was $25,029. Of this amount, $20,025 was for salaries and the remainder was for other instructional expenses.

The proportion of the amount spent on this project group was $2,483 for salaries and $621 for other instructional expenses.

NEWPORT SCHOOLS REMEDIAL READING REPORT

Students	Reading 1968	Reading 1969	Gain	Loss	Present	Absent
BLACKVILLE SCHOOL [1]						
Grade 3 (17) attendance 91 percent:						
Brown, Carol [2]	3.1	3.8	0.7	0	155	7
Robinson, Thelma [2]	2.8	2.8	0		147	15
Cox, Ersalene [2]	2.7	3.1	.4		132	30
Rowe, Carol Lee [2]	2.6	3.1		.5	155	7
Ellis, Clara Jean [3]	2.5				153	3
Alcorn, Shirley [2]	2.4	1.9		5	162	0
Dixon, Rose Ann [2]	2.4	2.8	.4		150	
Ellis, Robbie Jean [2]	2.4	1.5		.9	147	15
Neal, Carolyn Jean [2]	2.3	1.7		.6	133	29
Wilson, Norris [2]	2.1	2.5	.4		162	0
Smith, Betty Jean [2]	2.1	1.7		.4	151	11
Ellis, Elouise [2]	3.3	3.3	0		126	36
Robinson, Brenda Faye [2]	1.8	1.5		.3	158	4
Nevels, Debora [2]	1.5	1.8	.3		140	22
Roddy, Verlene [2] [4]	0	1.7	1.7		146	16
Ellis, James [2]	(5)	(5)			65	7
Brandon Velma [2] [4]	0	1.8	1.8		107	29
Grade 4 (17) attendance 93 percent:						
Williams, Cecelia M. [2]	3.9	3.7		.2	157	5
Alcorn, Marva [2] [4]	3.5	4.7	1.2		148	14
Williams, Andria [2]	3.5	3.0		.5	158	4
Rowland, Robert L. [2]	3.3	3.3	0		158	4
Grady, Doris [2]	3.2	2.7		.5	153	9
Scott, Jeffery [2]	3.2	2.8		.4	162	0
Simmons, Rosemary [2]	2.9	3.7	.8		119	43
Harris, Alvin E. [2]	2.9				98	6
Gist, Tommy Lee [2]	2.8	2.8	0		141	21
Reed, Loudine [2]	2.8	3.2	.4		158	4
Hockaday, Ronnie [2]	2.8	3.8	1.0		162	0
Roddy, Tammy [2]	2.7	2.6		.1	156	6
Reed, Verna Mae [2]	2.5	3.2	.7		157	3
Robinson, Columbus [2]	2.5	2.5	0		161	1
Brandon, Dale [2]	(5)	(5)			121	26
Robinson, Billy Jean [2] [4]	2.2	3.3	1.1		142	0
Stitt, Irma Mae [7] [4]	4.3	6.3	2.0		87	3
Grade 5 (15) attendance 95 percent:						
Smith, Willie V. [2] [4]	6.8	8.0	1.2		161	1
Robinson, Darlene [2]	6.0	5.1		.9	151	11
Wison, George [2]	5.2	5.0		.2	159	3
Sheppard, Michael [2]	4.9	5.4	.5		155	7
Corley, Katherine [2]	4.6	4.6	0		152	10
Talley, Lawrence [2]	4.4	5.2	.8		158	4
Brown, Cherri [2]	4.4	5.0	.6		156	6
Rowe, Gladys [2]	4.3	4.3	0		161	1
Ellis, Robert [3]	4.0				156	0
Dixon, Robert [2]	3.4	3.7	.3		155	7
Johnson, Carl [2]	3.3	.9		2.4	158	4
Thompson, Willie [2]	(5)	(5)			156	
Grady, W. C. [2] [4]		1.6	1.6		128	34
Brandon, Robert [2]	(5)	(5)			107	29
Smith, Charles Ray [2]	2.6				147	15
Grade 6 (15) attendance 91 percent:						
Smith, Janice [2] [4]	7.0	9.8	2.8			
Cox, Sylvalene [2] [4]	5.8	8.8	3.0		149	13
Black, Carol [2] [4]	4.7	6.2	1.5		156	6
Childers, Lincoln [2]	4.3	4.2		.1	161	1
Alcorn, Clarence [2]	4.0	3.6		.4	157	5
Robinson, Darlene [2]	3.9	3.6		.3	159	3
Alcorn, Alvin [2]	3.2	3.4	2.		162	2
Reed, Mary Ann [2]	3.2	3.4	.2		159	3
Moore, Calvin [2]	3.2	2.7		.5	156	6
Ellis, Barbara [2]	2.9	3.4	.5		138	24
Simmons, William [2]	2.5	1.7		.8	108	54
Ellis, Glenn Dale [2] [4]	0	2.9	2.9		154	8
Neal, Billy Mack [2] [4]		1.6	1.6		139	23
Brandon, Richard [2]	(5)	(5)			123	19
Nevels, Freddie [2]	(5)	(5)			117	45
CASTLEBERRY SCHOOL [1]						
Grade 3 (21) attendance 96 percent:						
Collier, Kenny [2]	2.7				105	3
Heathcoat, John [7]	2.9	3.3	.4		107	1
Morgan, Cloyes [7]	2.6	2.2		.4	51	3
Robertson, Dennis [7]	2.6	3.2	.6		54	0
Roberts, Cindy A. [2]	2.6	3.0	.4		102	6
Stewart, David [2]	2.6	2.6	0		107	1
Webster, Kevin [8]	2.6				71	2

See footnotes at end of table, p. 690.

NEWPORT SCHOOLS REMEDIAL READING REPORT—Continued

Students	Reading 1968	Reading 1969	Gain	Loss	Present	Absent
CASTLEBERRY SCHOOL[1]						
Grade 3 (21) attendance 96 percent—Con.						
Mink, Mike[2]	2.6	2.6	0		106	2
Owen, Bobby[2]	2.5	3.1	.6		100	8
Arnold, Tammy[2]	2.5	3.0	.5		100	8
Candler, Toby[7]	2.4	2.8	.4		53	1
McElnath, David[2]	2.4	2.8	.4		106	2
Moore, Robin[2]	2.4	2.7	.3		108	0
Van Winkle, Kent[2]	2.4	2.6	.2		94	14
Williams, Connie[2,4]	1.9	3.2	1.3		53	1
Smart, George[2]	2.8	2.3		.5	35	
Heth, Greg[7]	2.7	3.0	.3		54	0
Burton, Matthes[7]	2.8	3.2	.4		52	2
Davis, Phillip[7]	2.8	2.2		.6	52	2
Arnold, Kathy[7]	3.0	2.5		.5	54	0
Janceak, Joey[8]	2.7				20	
Grade 4 (21) attendance 94 percent:						
Foster, Frances[2]	3.8	3.4		.4	104	4
Manning, Bruce[2]	3.7	3.8	.1		104	4
Summers, Cindy[2]	3.3	3.8	.5		100	8
Hinson, Terry[2]	3.2	3.4	.2		100	8
Brown, Deborah[2]	3.2	3.2	.1		106	2
Clark, Diane[7]	3.2	2.2		1.0	152	2
Reed, Tommy[7]	3.0	3.0	0		150	4
Williams, Deborah[7]	3.0	3.4	.4		105	3
Collier, David[2,4]	2.9	4.1	1.2		104	4
McElroy, Jerry[2]	2.7	2.0		.7	100	8
Martinez, Delnora[7]	2.7				17	3
Henderson, Randall[7]	2.7	3.4	.7		48	6
Wilmuth, Duane[2]	2.6	3.1	.5		104	4
Wilson, Leon[8]	2.3				88	6
Johnson, Bobby[8]					25	0
Sharp, Terry[7]	3.8	3.9	.1		54	0
Davis, Kathy[7]	3.8	4.2	.4		50	4
Stout, Carl[8]	3.8				66	4
George, Paulette[8]					10	0
George, Sherry[8]					10	0
Grade 5 (21) attendance 94 percent:						
Riley, Michael[7]	4.5	4.2		.3	54	0
Davis, Ronald[2,4]	4.4	6.3	1.9		93	15
Roberts, Michael[7]	4.3	4.8	.5		54	0
Smith, Jack[2]	4.3	4.9	.6		92	16
Bise, Sandra[7]	4.1	4.7	.6		53	1
Roberts, Gary[7]	4.0	5.0	1.0		53	1
Harris, Linda[7]	4.0	4.1	.1		50	4
Long, Joey[7,4]	4.0	5.1	1.1		54	0
Durham, Bill[2,4]	3.9	5.9	2.0		103	5
Lewis, Janet[2]	3.9	4.2	.3		102	6
Jackson, Lesa[2,4]	3.6	4.7	1.1		99	9
Jones, Martha[2]	3.6	4.3	.7		107	1
Priest, Connie[2]	3.5	3.8	.3		107	1
McElroy, Retha[2]	3.5	4.1	.6		106	2
Winfrey, Marcia[2]	3.3	4.0	.7		104	4
Fields, Gwen[7]	4.5	5.0	.5		53	1
Morgan, Deloris[7]	4.6	5.1	.5		51	3
Brown, Randell[7,4]	4.1	6.3	2.2		51	3
Woodruff, Debbie[8]	2.5				79	1
Kelly, Beatrice[7]					79	1
Harvey, Michael[7]	4.6	5.4	.8		52	2
Grade 6 (19) attendance 96 percent:						
Rice, Henry[2]	5.2	2.2		3.0	102	8
Turner, Paula[7]	5.1	5.8	.7		51	3
Stephens, Kathy[7]	5.0	5.5	.5		54	0
Morgan, Danny[2]	5.0	5.0	0		101	7
Smith, Tim[2]	4.9	5.6	.7		106	2
McAllister, Kim[2]	4.9	5.4	.5		107	1
Ford, Keith[2]	4.9	4.3		.6	102	6
Tucker, Rebecca[2]	4.6	4.7	.1		105	3
Burton, Ray[7]	4.6	4.8	.2		50	4
Carpenter, Dianne[2,4]	4.5	5.6	1.1		103	5
Patterson, Lonnie[2,4]	4.5	5.6	1.1		107	1
Coffey, John[2]	4.9	4.4		.5	105	3
Bise, Michael[2]	3.8	4.1	.3		105	3
Brandon, Matt[2]	3.8	3.3		.5	88	20
Baty, Johnny[7]	3.5	3.7	.2		53	1
Bateman, Joy[7]	5.3	6.1	.8		54	0
Roberts, Glenn[7,4]	5.4	6.8	1.4		54	2
Adams, Bart[7]	5.3	5.8	.5		52	0
Dobson, Judy[7,4]	5.4	6.8	1.4		54	2

See footnotes at end of table, p. 690.

NEWPORT SCHOOLS REMEDIAL READING REPORT—Continued

Students	Reading 1968	Reading 1969	Gain	Loss	Present	Absent
ALBRIGHT SCHOOL						
Grade 3 (20) attendance 90 percent:						
Anderson, Tammy [7]	3.4	4.1	.7		54	0
Mayhue, Douglas [7]	3.2	3.9	.7		53	1
Crews, Alan [7]	3.1	2.8		.3	53	1
Cockrill, Robin [7]	3.0	3.0	0	0	52	2
Brady, Terry [7]	2.9	2.8		.1	51	3
Sharp, Ray [7]	2.9	3.3	.4		53	1
Sherman, Julia [7]	2.9	3.2	.3		51	3
Brownfield, Dorothy [7]	2.8	3.0	.2		52	2
Hardester, Donna [7, 4]	2.7	4.2	1.5		51	3
Moss, Jetta [2]	2.6	2.1		.5	48	6
Lucas, Tonya [2]	2.7	2.4		.3	77	5
Crawford, Rickey [2]	2.5	3.1	.6		102	6
Thompson, Robert [2]	2.5	2.6	.1		106	2
Neighbors, Patricia [2]	2.4	2.7	.3		108	0
McClellan, Chris [2]	2.4	3.2	.8		100	8
Way Brenda [2]	2.4	2.8	.4		92	16
Porter, Carla [2]	2.3	2.7	.4		98	10
Tims, Dusty Joe [2]	2.3	2.1		.2	105	5
Eich, Cindy [2]	1.9	2.3	.4		97	11
Dunn, Dale [7]	3.1	2.7		.4	51	3
Grade 4 (17) attendance 96 percent:						
Beard, Billy [7]	4.0	4.3	.3		50	4
Darr, Vickie [7]	3.9	4.3	.4		54	0
Beard, Debbie [7]	3.8	4.5	.7		53	1
Osborne, Helen [7]	3.8	3.6		.2	51	3
Childers, Steve [2]	3.4	3.2		.2	108	0
Lake, Kenny [2]	3.3	3.7	.4		107	1
Nance, Marcus [2]	3.2	3.9	.7		105	3
Cross, Kevin [2]	3.1	3.0		.1	107	1
Webb, David [2]	3.1	3.2	.1		100	8
Neighbors, Johnny [2]	3.0	3.3	.3		107	1
Eich, Ricky [2]	2.9	3.3	.4		106	2
Brownfield, Mary [2]	2.7	3.0	.3		104	4
George, Roger [2]	2.6	2.6	0		105	3
Willard, Charles [2]	2.5	2.6	.1		103	5
Adcox, Darrel [2]	2.4	3.1	.7		102	6
Newby, Walter [2]	2.3	2.8	.5		97	11
Koettle, Renee [7]	3.6	3.5		.1	52	2
Grade 5 (17) attendance 97 percent:						
Drummond, Patricia [7]	4.5	4.6	.1		54	0
Holt, Charles [7]	4.5	4.7	.2		52	2
Smalley, Teresa [2]	4.3	4.6	.3		106	2
Headley, Steven [2, 4]	4.3	5.5	1.2		102	6
Hubbard, Steven [2]	4.2	4.8	.6		106	2
Duncan, Max [2]	4.1	4.9	.8		107	1
Sutterfield, Kenny [2]	4.1	4.8	.7		106	2
Curtner, Zack [3, 4]	4.0	5.5	1.5		107	1
Wilson, Kathy [7]	3.7	4.0	.3		53	1
Roberts, Phyllis [2]	3.9	4.0	.1		106	2
Brumley, Zana [7]	3.9	4.5	.6		54	0
Reams, Kenny [2]	3.8	3.6		.2	107	1
Addington, Bobby [2]	3.6	3.5		.1	105	3
Baty, Paul [2]	3.5	2.7		.8	104	4
Owens, Norris [2]	3.4	3.7	.3		102	6
Koettel, Rodney [2]	3.3	4.1	.8		104	4
Kirkerl James E. [2]	3.3	3.1		.2	95	13
Grade 6 (19) attendance 95 percent:						
Murray, Pam [2]	5.1	4.6		.5	103	5
Owens, Glenda [7]	5.1	5.7	.6		53	1
Sharp, Eddie [4, 7]	5.1	6.9	1.8		53	1
Tilley, Beverly [4, 7]	5.0	7.4	2.4		53	1
Sutterfield, Dewayne [4, 7]	4.7	5.8	1.1		51	3
Hill, Clarence [2]	4.6	4.7	.1		107	1
Doman, Faye [2]	4.5	5.3	.8		102	6
Powell, Johnny [2]	4.4	4.4	0		98	10
Thatcher, Keith [2, 4]	4.3	6.3	2.0		95	13
Fletcher, Kenny [4, 7]	4.3	5.9	1.6		52	2
Partian, Tommy [4, 7]	4.2	6.1	1.9		48	6
Lake, Earl [2]	4.1	3.9		.2	106	2
Stephens, Jenny [2]	3.9	4.4	.5		105	3
Markle, Jimmy [2]	3.9	4.4	.5		105	3
Sanders, Sandra [7]	3.9	4.2	.3		54	0
Moss, Glenda [2]	3.3	3.7	.4		91	17
Riehard, Robert [7]	3.1	3.9	.8		54	0
Baty, Danny [2]	3.0	3.8	.8		107	1
Mann, Ronnie [7]	2.9	([8])	([8])		53	1

See footnotes at end of table, p. 690.

NEWPORT SCHOOLS REMEDIAL READING REPORT—Continued

Students	Reading 1968	Reading 1969	Gain	Loss	Present	Absent
BRANCH SCHOOL [9]						
Grade 3 (20) attendance 95 percent:						
Green, Wendall [7]	4.1	2.9		1.2	71	1
Calamese, Marie [7]	3.6	2.9		.7	69	3
Corley, Janet [7]	3.5	2.4		1.1	70	2
Pruitt, Edward [7]	3.4	2.2		1.2	70	2
Self, Gerald [7]	3.4				71	1
Williams, Pearlie [7]	3.4	2.2		1.2	66	6
Alcorn, Loretta [2]	3.3	3.2		.1	140	4
Price, David [7]	3.3	3.2		.1	66	6
Bratcher, Joe Ann [2]	3.2	2.2		1.0	142	2
Greer, Joseph [7]	3.2	2.5		.7	68	4
Lee, Daniel [7]	3.2	2.8		.4	67	5
Peel, Tommy [2]	3.2	2.5		.7	139	5
Brandon, Joseph [2]	3.1	3.5	.4		142	2
Pennington, O. D.[2]	3.1	2.5		.6	128	6
Rainey, Jeffery [2]	2.9	3.2	.3		140	4
Spearman, Jerry [2]	2.8	2.0		.8	142	2
Johnson, Gwen [2]	2.8	1.8		1.0	123	21
Scott, David [7]	2.7	2.4		.3	66	1
Ford, Dessie [2]	2.7	2.9	.2		43	6
Wren, Ora Mae [2]	2.2	2.1		.1	126	18
Grade 4 (15) attendance 93 percent:						
Watson, Dwayne [2]	3.9	3.2		.7	143	1
Cox, Janet [7]	3.8	3.7		.1	62	10
Pittmen, Jeff [2]	3.6	2.6		1.0	128	16
Peel, E. L.[2]	3.5				127	17
Cant, Kirk [7]	3.4	3.0		.4	71	1
Walker, Patricia [2]	3.4	4.3	.9		136	8
Williams, Ila [2]	3.4	4.0	.6		124	20
Curry, David [2]	3.3	3.0		.3	139	5
Corley, Becky [2]	2.9	2.2		.7	134	10
Bratcher, Otis [2]	2.9	2.2		.7	144	0
McCoy, Elvis [2]	2.8	3.2	.4		141	3
Alcorn, Hershel [7]	2.8	3.0	.2		69	3
Rowe, Leon [2]	2.8	([10])	([10])	([10])	127	17
Williams, James [7]	2.7	2.1		.6	71	7
Jackson, Gary [2]	2.4	3.1	.7		132	12
Grade 5 (16) attendance 97 percent:						
Phillips, Teresa [4,7]	5.3	6.8	1.5		54	0
Brown, Regina [7]	4.9	4.2		.7	54	0
Greer, Mary [7]	4.5	4.7	.2		52	2
Calamese, Michael [7]	4.2	4.3	.1		53	1
Person, Derrick [4,7]	4.1	6.3	2.2		53	1
Mallory, Joan [2]	4.0	4.6	.6		108	0
Anders, Joseph [7]	3.9	4.4	.5		54	0
Price, Lenice [2]	3.7	3.2		.5	106	2
Doss, Brenda [2]	3.6	4.1	.5		105	3
Wesley, Pam [2]	3.6	3.2		.4	104	4
Simpson, Homer [2]	3.5	3.9	.4		101	7
Lee, Jamie [2]	3.4	3.7	.3		100	8
Thomas, Amanda [2]	3.3	4.0	.7		99	9
Ford, Larry [2]	3.3	4.3	1.0		107	1
Long, Sharon [2]	3.0	3.8	.8		108	1
Childers, Donald [2]	2.9	1.9		1.0	107	0
Grade 6 (14) attendance 95 percent:						
Walker, Michael [2]	4.9	5.7	.8		105	3
Watkins, Deborah [2]	4.7	4.2		.5	106	2
Peters, Jimmy [2]	4.3	4.2		.1	106	2
Neal, Ruth Ann [2]	4.1	3.2		.9	106	2
Ratliffe, Arnea[illegible] [2]	3.9	3.7		.2	105	3
Cooper, Jackie [2]	3.8	4.0	.2		106	2
Pennington, Carl [2]	3.8	4.8	1.0		97	11
Baker, Joyce [2]	3.6	3.3		.3	97	11
Scott, Trudy [2]	3.5	4.0	.5		108	0
Pittmen, Larry [2]	3.4	4.0	.6		102	6
Kirk, Charles [2,4]	3.3	4.6	1.3		103	5
Ross, Nylus [2]	3.3	3.0		.3	98	10
Pruitt, James [2]	2.9	2.7		.2	101	7
Worsham, Rickey [7]		5.0			54	0
Grade 7 (15) attendance 92 percent:						
Phillips, Lonnie [2]	4.1	4.3	.2		107	1
Hearton, Carolyn [2,4]	4.0	5.1	1.1		85	23
Baker, Piccola [2]	3.8	4.1	.3		99	9
Ratliffe, Robert [2]	3.8	3.5		.3	103	5
Pittman, Rickey	3.6	4.7	1.1		102	6
Childers, Ivory [2]	3.6	5.7	2.1		106	2
Lee, Willie [2,4]	3.4	4.5	1.1		102	6
Ross, Debra [2]	3.2	3.7	.5		94	4

See footnotes at end of table, p. 690.

NEWPORT SCHOOLS REMEDIAL READING REPORT—Continued

Students	Reading 1968	Reading 1969	Gain	Loss	Present	Absent
BRANCH SCHOOL—Continued						
Grade 7 (15) attendance 92 percent—Con.						
Calamese, Sherman [2]	3.2	2.7		.5	104	4
Watkins, Tyrell [2]	2.9	2.8		.1	102	6
Balentine, Paula [2]	2.4	3.3	.9		100	8
Peel, Jimmy [2]	2.2				79	29
Childers, Charles [7]	2.0				47	7
Roddy, Rickey [7]	1.7	2.5	.8		53	1
Malory, Charles [2]		7.6			105	3
Grade 8 (16) attendance 97 percent:						
Brandon, Marlon [7]	5.9	4.8		1.1	54	0
Allen, Shirley [6]	4.8				53	16
Williams, Jimmy [2]	3.8	3.1		.7	103	5
Cooper, Barbara [2] [4]	3.7	6.6	2.9		108	0
Owens, Thelma [2] [4]	3.7	5.2	1.5		108	0
Doss, Gladys [2] [4]	3.3	4.4	1.1		103	5
Pell, Edward [2]	3.1	3.4	.3		107	1
Calamese, Donnie [2]	2.9	3.9	1.0		106	22
Wyatt, Annie [2]	2.7	2.5		.2	101	77
Nelson, Dale [2]	2.5	2.6	.1		107	1
Hillard, Frankie [2] [4]	2.5	3.6	1.1		103	5
Scott, Rudolph [2]	2.4	2.8	.4		108	0
Smith, Eddie [2]	1.6	1.7	.1		107	1
Brown, Howard [2]	1.6	2.3	.7		106	2
Smith, Jessie [7]	1.4	2.5	1.1		53	1
Watson, William		4.0			103	5

[1] May 23, 1969, teacher Mrs. Doyle Burke.
[2] 2d semester students.
[3] Transferred from 1 school to another.
[4] Gain of more than 1 grade level.
[5] No score.
[6] Dropped.
[7] 1st semester students.
[8] Moved.
[9] May 23, 1969, teacher Mrs. Danny Gilbert.
[10] Could not score.

Mr. **Quie.** When you say in your testimony that you can't have improvement until those who administer the program are provided with the techniques and an advanced guarantee of funding, when you talk about those who administer the program, you are talking about those in the local schools?

Mr. **Morris.** Yes, sir.

Mr. **Quie.** Who is to provide the techniques for them, the State department of education, or the U.S. Office of Education?

Mr. **Morris.** If I may conclude, I will touch on that.

Mr. **Quie.** I thought you were going to go into other titles now.

Mr. **Morris.** No, I was going to skip the other titles and conclude.

Mr. **Quie.** I would also like to know why schools don't go into planning, even though they are not sure of the money. They know some money is coming, and there has been an increase each year. I don't see why they have to wait with their planning. I know it would be better if we had assurance a year in advance, and I strongly support advance funding.

However, realizing what Congress is like, and the fact that we still don't have the bills through and we have started the new fiscal year, even though there was an attempt in the House to pass the appropriation bill in April, I still wonder why the schools aren't planning more.

Mr. **Fortenberry.** We know how Congress is, too, and we are very hesitant to plan programs and employ people to initiate these programs and then have the money not come in. We have had this experience.

Mr. **Quie**. In Title I?

Mr. **Fortenberry**. Yes, sir, of employing people to initiate title I programs and then the funding at the level we had expected does not come through, and then our school district has to scrounge in order to continue the contracts of the people we did employ.

So, we have reached the point in our planning, we do do a great deal of it, certainly, but we have reached the point that we are very hesitant to employ people for the programs without the funds actually being appropriated.

Mr. **Quie**. You know the change in 1968 to 1969 was when the reduction came in the schools. The budget request indicated that change. This wasn't something that was unknown to the schools. You could follow the progress through the Congress. At least they began work early enough in the House.

Mr. **Fortenberry**. That is right, but when we operate on a very limited budget as for instance, this year our school district came up with a balance of about $10,000—when we are operating at that level, we cannot overextend the amount of money that we have.

Mr. **Quie**. To what extent are you developing the concentration of funds now? Many State funds are at a position where they have distributed as far as they can go, and the average is less than $100 a child.

The assistance of the U.S. Office of Education, there is a concentration of funds in many States. Does that happen in Arkansas?

Mr. **Morris**. We are at the State level endeavoring in every manner possible to concentrate funds. We have a difficult problem in rural States, Mr. Quie, with the matter of concentration, because of the fact that most of our schools have only one program.

That is, there is only one elementary school and one high school. It is a one through 12 system.

This means that you can only concentrate funds by moving it—by restricting it to certain grade levels, or by instituting programs in which there would be no need for any except disadvantaged children to participate.

It is very difficult.

Mr. **Quie**. I know it is more difficult there than it is in the cities where you have a number of schools.

Mr. **Morris**. Yes.

Mr. **Quie**. But we see concentration going on in more rural schools, too, and from what we have been able to determine in this committee, evidently it is like freezing water. It brings the temperature down from 60 degrees to 40 degrees, and it doesn't affect the water. You have to bring it down to 32 degrees.

The same thing with compensatory education. You have to put enough in to do good, or else it is hardly noticeable.

Mr. **Morris**. I would agree, and I would emphasize that I think it must be approved at a very early age, and I would like to think of it more in terms of preventing educational deprivation rather than as correcting educational deprivation.

Mr. **Quie**. I think it is recognized that it is less expensive to try to prevent it at an early age.

Mr. **Morris**. We have been quite disappointed by an apparent loss of attainment of pupils who have been in special laboratories and then supposedly demediated to grade level, and then, upon return to the classroom, they degenerate.

This is a report that we get from more and more of the schools.

Mr. QUIE. That is all the questions I have right now, Mr. Chairman.

The CHAIRMAN. Let me ask both of you gentlemen a question. I am concerned about the statement made by the first witness, Mr. Fortenberry. You end your statement by saying on page 3 that the present funding is too little, and that it is being spread too thinly. I was impressed by the programs you enumerated, speech therapy, library services, guidance and counseling. Just how short are your funds to do this job?

What does Little Rock receive and to what extent could you use additional funds? How much more effectively and efficiently could you use them?

That is what we would like to know.

Dr. FORTENBERRY. We receive approximately $600,000 of title I funds.

The CHAIRMAN. That is the city of Little Rock?

Dr. FORTENBERRY. Yes, sir. We have in our school district 25,000 children. Of course, not all of them are deprived children, but we do have some 20 schools that are designated as title I schools.

What I am referring to when I say too little is being spread too thinly, is that the programs we have initiated in our schools, which we think are good and are achieving results, are spread entirely too thin.

We need more speech therapy. We need more remedial reading. We need more psychological examiners.

You asked me on a percentage basis. I would say that we would need approximately $1,500,000.

The CHAIRMAN. That is almost three times the amount that you are presently receiving?

Dr. FORTENBERRY. Yes, sir; and my estimate is conservative.

The CHAIRMAN. Would you consider this $1.5 million your greatest priority from the standpoint of serving the disadvantaged in your school systems?

Dr. FORTENBERRY. Yes; I would.

The CHAIRMAN. Why do you make that statement?

Dr. FORTENBERRY. Because these children have been educationally deprived from the time they were born, and we need to put in a great deal more money to bring these children up to the educational standards that we would expect them to achieve by the time they graduate from high school.

I might add to that we are preventing dropouts. We are keeping children in school.

The CHAIRMAN. After this additional question, I will be delighted to yield to Mr. Steiger.

You would say that this priority supersedes any general Federal aid that you may need and do need in your city?

Is that correct?

Dr. FORTENBERRY. That is correct.

The CHAIRMAN. I yield to the gentleman from Wisconsin.

Mr. STEIGER. You said you had 20 schools that were designated as title I eligible?

Dr. Fortenberry. Yes, that is approximate. That is out of 42 schools.

Mr. Steiger. Can you give me some idea as to what the per pupil expenditure is, say comparing the 20 title I eligible schools and the rest of the schools in the Little Rock system?

Dr. Fortenberry. Our per pupil expenditure is in the neighborhood of $600 per pupil. We received $600,000 for title I schools, and all of the money is spent in title I schools and is not spent in other schools.

Mr. Steiger. You are talking about the average now, aren't you? The $600 per pupil expenditure is the average in all Little Rock schools. What I would be interested in if you have the figures available is whether or not, as is the case in Chicago and lots of other cities, you are spending more per pupil in wealthier areas than in poorer areas?

Dr. Fortenberry. We are spending more per pupil in the poor areas. For instance, the programs that I identified in this paper.

Mr. Steiger. Without Federal aid. I am just talking about State and local funds.

Dr. Fortenberry. Our expenditure would still be more in the poorer areas.

Mr. Steiger. Could you give us a breakdown, listing the schools and then giving us the per pupil expenditure?

Dr. Fortenberry. That I would appreciate.

I could get at it, but I would prefer to give you the accurate count. But you will find we are spending more money in the deprived areas from the local budget, and then the title I budget supplements this.

Mr. Steiger. I must say I commend you for that, and it is unique, as you may know, in terms of what we have found in all kinds of other school districts across this country in terms of how these programs are handled.

Mr. Steiger. You talk about concentration. You say present funding permits neither concentration nor planning. Why in your judgment does the present funding not permit you to concentrate the funds?

Dr. Fortenberry. Setting planning aside let me give you an example. In an elementary school we have one remedial reading teacher. We need two or three. We need more psychological examiners, because we cannot take care of all of the children who are submitted by teachers and principals to the psychological examiners.

We need to provide more library people, librarians. Our elementary librarians under title I have 3 schools that they must serve.

In the areas outside of title I, we do not have librarians. We do not have remedial reading teachers in the schools outside of title I. We do not have many of the programs identified here outside of title I, but what I mean by to think is simply that we need more of the same in order to do a better job and to meet the needs of all the children that have educational deficiencies.

We are not reaching all of them. With additional title I funds, we could reach all of them. Does this answer your question?

The **Chairman.** Go ahead.

Mr. Steiger. That is all right.

Dr. Morris. Mr. Chairman, I would like to express a concern or two regarding possible consideration by the committee in thinking of future legislation. I would like to particularly point to item No. 2 on page 12.

(2) We are concerned with problems in rural schools whose present administrations are insufficient to plan and execute adequate programs, especially under title I. A provision which would place more responsibility on the State agency for program development and operation in small rural districts similar to that for programs for children of migrant farmworkers is worthy of consideration.

The **Chairman.** I am delighted you made that point. I would not make this observation except that I support the metropolitan areas in all legislation that I feel is for the general welfare.

But at the same time, we find that the departments, not only this administration, but going all the way back under the Democratic administrations, in recent years have become so city oriented that they sometimes tend to forget about the problems of the rural people. I certainly hope that at the same time we make progress in the cities, we make progress in the rural sections of this country, too.

Mr. **Steiger.** You should understand that you have struck a very responsive chord, and that there is not anyone who can do a more effective job of extolling the virtues of living in rural America.

The chairman of this committee has a record for enhancing the opportunities for those who live in rural areas.

What is your attitude toward the new elementary act amendments which we passed in 1969, that one section—and I don't even remember exactly what it is—that does give the State department an opportunity to begin to fund planning for local school districts that cannot undertake the planning for themselves?

Have you had a chance to at all work with that, or is it too new?

Dr. **Morris.** I don't know whether there are administrative funds for this. If there are, we would be delighted. You see, the problem that I am referring to here is that small school districts maybe should not exist in some cases, but they do, and they do not have the personnel to do proper planning, and the department at 1 percent of overhead does not have the funds to provide for planning for these districts.

However, the point I was making relative to the program for the children of migrant farmworkers, in this instance more burden is placed upon the State for the program, thereby making available program funds, which are generally used at the local level, but it does allow the State to come in with this service to districts, and we could combine many small districts into cooperative arrangements, much more easily than you can if you leave it up to the local autonomy to do this.

Mr. **Steiger.** Have you consolidated school districts in Arkansas?

Dr. **Morris.** We have consolidated districts down to about 387 at the present time. That is still too many school districts.

Dr. **Fortenberry.** Mr. Chairman, in conjunction with the question you asked just a minute ago, I would like to present to this committee a proposal for compensatory education which we developed in our school system 2 years ago.

The **Chairman.** Without objection, it will go into the record, because Mr. Quie was asking for more specific information, and I take it the document you have there in your hand contains that information.

It will be placed in the record.

Dr. Fortenberry. Thank you, Mr. Chairman. This is "How To Build a Better Title I Project."

(The document referred to follows:)

How To Build a Better Title I Project

FOREWORD

Title I of the Elementary and Secondary Education Act of 1965 was set up to provide extra help so that the achievement gap between educationally disadvantaged and other children could be lessened. After five years, however, the impact of Title I has not lived up to the expectations set for it.

There are many reasons—inadequate funding, late funding, misunderstanding about the intent of the law and poor program planning. This booklet deals with what can be done about the last two which, in turn, could have an effect on the first two reasons.

Most poor programs are the result of inadequate planning rather than of wrong intent and once started, such programs become hard to change. Personnel is hired, materials bought and a pattern is set. Yet change they must if Title I is to survive because Congress is demanding accountability and results as the terms for continued funding.

We have outlined in this booklet what Title I is and what it is not and we have made concrete suggestions for improving Title I programs. If followed, these suggestions can help to bring about the kind of educational impact in your community which Title I should have.

—*The Federal Programs Division Staff*

IDENTIFYING TITLE I CHILDREN

Title I is primarily for poor children.
Call them educationally disadvantaged.
culturally deprived.
economically underprivileged.
ethnically isolated if you prefer.
A better and simpler word is "poor."

This is because studies show that there is a high correlation between low income and low achievement.

Translated from educational jargon, that means: Many poor children do poorly at school. Not all, but many.

Title I may be used to help any low achiever, regardless of income, but most of its impact must be directed toward the area where the highest number of low achievers are located.

That is where the poor children live.

The Title I Target Area School

Take a look at your school district.

a. Where do most of the poor children live and where do they go to school? You can determine this by making a survey of your local district, or by surveys made by other agencies such as the EOA or county welfare office.

b. Look at your school achievement levels. Which schools have the greatest number of low-achieving children (those who are one or more grade levels below the national norms of standardized tests)?

Do you see a correlation between a and b? These are two factors which determine your Title I target area schools. A target school is one with a high concentration of low-income, low-achieving students.

If you have a unified school, check achievement levels and see which children fall one or more grade levels below the national norms. These are the Title I children. These, in fact, are the Title I children even within the target area schools.

Gathering Information on Title I Children

A school district may get information from the welfare office on children receiving aid to dependent children.

A school district may get information about the location of individual poor families from the EOA office.

A school district may have teachers or social workers visit homes to interview parents in order to obtain the necessary information relating to approximate family income levels. Such interviews should be conducted tactfully so that they do not invade the privacy of parents who may not wish to reveal such information.

The district may, if it wishes, use a committee of persons living in the target areas of the district to estimate income of families in their area and thus identify which children should receive Title I services. It may also refer to its own test data to identify the low-achieving children.

Facts To Remember

All low-achieving children are eligible for Title I educational services.

Only low-income students are eligible for personal or supportive services.

Title I also goes to:

- Migrant children
- Children in institutions
- Handicapped and special education students

Most of these will fit into one of the above categories but some may not. Regardless of whether they do, they receive full Title I benefits.

COMMUNITY INVOLVEMENT

A good administrator is a good listener. He gets input from many sources before he makes major decisions. One way to get input about what is needed in a poverty community is to set up

A Title I Advisory Committee

Some superintendents bristle at the thought of such a committee. Their arguments against it run like this:

How can poor people who are failures themselves tell us anything that will help their children do better at school? We know more about education than they do.

Advisory committees are only interested in the food and welfare-type services under Title I—they are not interested in the educational content.

Poor people will not come to meetings.

Advisory committees will stir up trouble.

Other superintendents who are interested in building strong Title I programs see advisory committees differently. Their reasoning runs like this:

Advisory committees, because they are directly involved in the program, will build a strong base of support for it and help to make it a success.

Educators do not have all the answers; otherwise, the school system would not be producing large numbers of failures in poverty area schools.

The schools have a responsibility to understand and be responsive to the communities which they serve.

The best way to learn about these communities is from the people who live in them.

A good advisory committee has a sizable representation of parents of Title I children and includes teachers who will be working with them. It may also include health and welfare agency representatives, businessmen, professional people, Economic Opportunity Agency representatives and school personnel. It should be made up primarily of people with a commitment toward strengthening education in poverty areas.

Such a committee can help with the assessment of the needs of poverty children. It can provide the kind of informational input the school needs. It can furnish support in selling the Title I program to the rest of the community. Instead of "stirring up trouble" it can be a constructive force in preventing problems with the community and in building stronger home-school ties. The committee's effectiveness will depend largely on the school's attitude toward it.

ASSESSING NEEDS

Assessing needs of the low-achieving children in any school district involves

(a) taking a look at where they are and
(b) determining where they should be.

The difference between (b) and (a) is the need. The need may be physical, psychological, mental or emotional—whatever keeps the child from reaching the desired level of performance.

What are the deficiencies of the children? Do the deficiencies relate to poverty, linguistic or racial isolation, nutrition, physical and mental handicaps or mental retardation? The advisory committee and teachers of Title I children can be of help in determining needs. Records of past performances and standardized test results are necessary in determining academic needs.

Checklist of Problems Which Contribute to Academic Failure

(Use this checklist to determine if a child needs help. If he falls into several of these categories, he should be on the Title I list. He is eligible for Title I services if he falls into only one of the starred items.)

________Child's parents have a low educational level and are unable to encourage or help him.
________Child's family has an income level too low to provide for him books, clothes and other basic school needs.
________Child is undernourished because of inadequate or improper feedings.
*________Child is mentally retarded.
________Child has poor hearing or eyesight which has not been corrected.
________Child has serious medical or dental problems that are being neglected.
________Child has a poor school attendance record.
________Child's family frequently moves its residence from one school to another.
________Child's home contains only one parent.
________The child is from a home where children are left to fend for themselves while parents are at work.
*________The child is achieving one or more grade levels below the national norm as indicated by standardized achievement test scores.
________There is a lack of books, newspapers or magazines in the child's home.
*________Child is an orphan living in a foster home or institution.
*________Child is a resident of an institution for delinquent children.
________Child has speech patterns or a dialect which causes serious problems for him in oral communications.
*________Child has a serious speech impediment.
*________Child has physical deformities.
________Child lives in a home without adequate facilities for good family hygiene.
*________Child's parents are migrant farm workers.

Since Title I funds are always limited, priorities must be set on the identified needs. Again, the advisory committee can help. What are the most critical needs in the area to be served? Which children have the greatest needs (those who fall into the largest number of the above categories)? One way would be to list all the needs and then have the advisory committee rate those which fit the greatest number of children. Their thinking could be matched with that of the staff in determining the needs which would get top priority.

PLANNING THE ACTIVITIES

You will want to involve your advisory committee in planning your Title I program. *Look at the evaluation of what has been done previously and be willing to discard those parts of the program which have not been successful, even if it involves shifting personnel.*

What activities will attack the problems pinpointed in the needs assessment? What will work best on overcoming the particular difficulties which the disadvantaged children in your school system have?

Examine the regular school program to see what compensatory effort is needed to meet the special needs of children who are doing poorly in it. Then start writing your program objectives. Be sure they are precise and measurable. Say what you plan to do, how you plan to do it and how the desired outcome will be (measured your evaluation design).

Weaknesses Found in Current Title I Programs

A. Omissions
    1. No personal services to students from low-income families.
        (a) Food
        (b) Books and other school supplies
        (c) School clothing
        (d) Eyeglasses and hearing aids
        (e) Health—medical and dental
        (f) Work-study

   2. No social worker or other means of determining personal needs among low-income children.
   3. No counseling or testing (especially at the elementary level) to determine educational needs.

B. Commissions
   1. Employment of a teacher to "lower class load" which does not decrease the pupil-teacher ratio below State recommended maximums.
   2. Employment of a "reading teacher" or other specialist and using her as a regular classroom teacher.
   3. Employment of physical education teachers for regular high school physical education programs which are required by Arkansas law.
   4. Supplementing a coach's salary as a part time physical education teacher under Title I.
   5. Provision of special activities or services in "target" schools with Title I funds when such activities and services are provided with other school funds in non-target schools.
   6. Concentrating Title I services at the secondary level rather than at the elementary level.
   7. Use of instructional clerks where aides would be more appropriate.
   8. Establishment of an activity under Title I designed to meet the general needs of the total school population at a given grade level.
   9. Purchase of equipment and supplies for the general school program.

State Priorities Based on Surveys of Needs

1. The need to reach the children early, in kindergarten if possible, and no later than the primary grades with strong compensatory programs which will help prevent dropouts and learning failures later on.

2. The need for concentration of effort on the most educationally disadvantaged children so that a sufficient amount of money can be made available to have an impact on them.

3. The need for in-service training programs which produce teachers emphathetic and skilled in handling the problems of disadvantaged children.

4. The need for better reading programs in the elementary grades.

5. The need for more innovative summer programs which turn children on to learning

The following program activities should be given top consideration in keeping with state priorities:

Kindergarten for disadvantaged children
Summer pre-school session to assess needs of first graders of target schools
Early elementary school programs which offer enrichment and compensatory services
Parent involvement
In-service education which helps teachers do a better job with Title I children
Concentration on a limited number of children
Innovative reading programs
Summer programs which are different from regular term programs
Counseling and testing programs
Social workers who help with individual and family needs
Tutoring programs

Choose the ones which fit your situation and the needs of your Title I children. Remember Title I is *compensatory* education, something which is added onto the regular school program to make up for educational deficiencies caused by poverty, neglect, delinquency, cultural or linguistic isolation from the community at large. It cannot be used to replace the regular school program but should provide the extras which such children need to succeed at school. The local school district, with the help of its advisory committee, determines the type of program activities which best meets the needs of the local Title I participants.

Some Possible Title I Project Activities

Have you considered—

—a textbook loan program for economically disadvantaged students?
—a school clothing center for poverty students supplied by donations and supplemented by Title I?
—an elementary counselor to work in the first three grades?
—aides from among the poor to work both in the classroom and in the homes to help underachievers?

—an activity in which every teacher, in consultation with a social worker or counselor, is paid for after hours visiting in the home of each educationally disadvantaged child in her class?

—a program activity for poverty parents of school children in which parents receive information on the use of surplus commodities, making school clothing, helping children wtih homework, etc., with all expenses paid from Title I?

—a summer enrichment program in which underachievers are given opportunities to be involved in art, handcrafts, music field trips and other experiences not a part of their usual school activities?

—use of social workers to discover home problems of children below the third grade level so that corrections may be attempted before the child's academic progress is slowed?

—a work-study program in which poor students in junior and senior high school work in public agencies of the community a few hours per week?

—a tutoring program in which talented economically disadvantaged students are employed to give special help to classmates and younger children who are not achieving?

—several small schools forming a large cooperative in which all Title I and other federal funds may be used more economically to provide special services to the member school which none could provide on its own?

—evening classes for school girls who are to become mothers to prevent the interruption of their schooling?

—evening classes for poverty children who have dropped out to take jobs?

—working out a program to discover needs for personal services to poor students which avoids all "applications" and other such embarrassing requirements from children or their parents?

—a home economics program geared entirely to needs of deprived students with emphasis upon use of material and facilities available in the low-income home?

—an after school, evening or Saturday morning tutoring staff and library service available to help slow students to "keep up"?

—a totally prescribed learning program for underachievers in elementary school in which the learning activities for each individual child would be prescribed after extensive testing and evaluation by a counselor, elementary teachers and other staff?

PROGRAM EVALUATION

In writing the Title I program, be sure that the program objectives are clearly stated and are specific enough to be measured. An evaluation design must be included in the program projection. A vague goal is not measurable; an objective which is spelled out can be. So make it clear where you are going (your program) and how you will know when you get there (your evaluation). A well-written objective will contain at least four elements. It will make clear (1) which children (2) will make how much progress (3) in what area (4) as measured by what instrument. Care should be taken to select an instrument that is reliable, valid and usable. For example, an objective for a special reading class might be stated as follows: (1) The 15 participating students (2) will advance 1.5 years (3) in reading comprehension (4) as measured by the Gates-MacGinitie reading scale. Collect hard data such as pre- and post-test results on program activities so that you can tell whether an activity is worth continuing or whether it should be replaced by something else.

FINANCIAL CHECKLIST

With project approval comes the need for fiscal accountability. The project director, the bookkeeper and the superintendent must know their respective responsibilities and must work together—and where two or all three of these positions are filled by the same person he must keep the perspective of each. Otherwise, problems may arise that will result in negative findings by state or federal auditors.

If you are directly, or indirectly, responsible for the availability and accuracy of ESEA, Title I fiscal documents or inventory records, does your district . . .

________have a complete, separate set of records for each project, including copies of each approved project application (from FY 1966 to date) and all revisions?

________submit expenditure reports to the state office reflecting expenditures of federal monies identical to expenditures recorded in the district's books?
________make certain that purchase orders (written and oral) pertaining to a project are not issued prior to the effective approval date?
________submit project applications early, and revisions (amendments) when needed, so that purchased items will be available for use by students participating in that same project?
________purchase only the items needed to conduct effectively approved activities?
________purchase only the items of equipment specified in the approved project application?
________make sure that all previously purchased items are fully utilized for Title I purposes before making new Title I purchases?
________code and charge expenditures to the appropriate classification?
________have documentation for all purchases charged to Title I?
________prorate salaries of employes not working full-time in Title I and have documentation to support prorating?
________maintain a complete inventory of Title I equipment?
________update the inventory as items are discarded, lost or traded?
________furnish the state office with inventory adjustments annually?
________notify the state office when purchased equipment is no longer used in the Title I program so that dispostition can be arranged?
________make all fiscal reports at the designated time?

(All questions should be answered "yes." If not, steps should be taken to rectify shortcomings. For more information, refer to instruction booklets and memorandums issued by the state agency.)

IN SUMMARY

Title I is a new concept in education. It means giving more help to those who have traditionally received less. Superintendents are under constant pressure to do it the old way—to provide Title I help to affluent as well as poor children. In spite of this, many of them have managed to build some excellent program activities. A constant evaluation and reassessment of needs, however, should be going on so that Title I programs do not fall into the run of continuing simply because they happen to already exist. Do not be afraid to drop a program which is not meeting any specific need of disadvantaged children and try something else. Reshape your Title I program so that it carries out the spirit as well as the letter of the law.

A PROPOSAL FOR COMPENSATORY EDUCATION IN THE LITTLE ROCK PUBLIC SCHOOLS

ACKNOWLEDGMENT

Grateful appreciation is extended to the Administrative Staff, the Directors of Elementary and Secondary Education, Supervisors, Principals and Teachers for the many contributions, both oral and written, which have been incorporated into this report. Ideas expressed by teachers through conversation at various times throughout the year have been most helpful. The sincere dedication of these people to the betterment of children and youth is impressive.

Appreciation is also expressed to Mrs. Dene Reynolds for typing, proofreading and assemblying this report.

I. INTRODUCTION AND PURPOSE OF THE PROPOSAL

It is the purpose of the proposal to delineate in some detail a comprehensive program of compensatory education for the Little Rock Public Schools. The present educational program of the Little Rock Public Schools is not adequate to fulfill the recognized needs of the culturally and economically disadvantaged or deprived children and youth who reside in the School District. The educational program must be, in some cases, reorganized, changed and a new dimension added if we are to accept and meet the challenge these children present.

This proposal is an attempt to analyze the problems and causes of deficiencies in this area, and to identify a sound and feasible program of compensatory education for the disadvantaged children in the District. This program will be known as the Better Schools Project.

There is a definite expressed need on the part of the community and school for a clarification of the programs and guidelines for Title I of Public Law 89–10. Title I funds will be a portion of the financial resources for the Better Schools Project, and Title I programs will be correlated with the Compensatory Education program.

This proposal will identify the culturally and educationally disadvantaged children and define compensatory education, its purposes and philosophy, and the requirements of a comprehensive, long range compensatory program for the Little Rock Schools. Supportive data, research and statistics are included in the appendix and annotated bibliography following the presentation of the proposal.

This proposal is submitted to the Superintendent of Schools for his consideration and suggestions. If the program is approved for implementation, it will be subject to subsequent refinement by the administrative staff, supervisors, principals and teachers.

Phases of Better Schools Project

To the extent that is financially possible and educationally feasible, the Better Schools Project is proposed for initiation in the 1969–70 school year. The portion of the project initiated in 1969–70 will be termed Phase I. The remaining portions of the project will constitute the Long Range Phase to be implemented as soon as funds are made available, and according to results of evaluation of the Phase I portion of the project. During the 1968–69 school year, the Better Schools Project will be studied by all concerned—in committees, workshops, and planning meetings. Preparation and organization including the employment of necessary personnel will take place during the 1968–69 year.

Role of Education in Society

Finally, it is hoped that the Little Rock Public School System will stimulate parents and the community as a whole to become more concerned and think constructively regarding the many disadvantaged children in the District, and the consequences that will result in the lives of these individuals, and to the life and well-being of the Little Rock community, if these urgent problems are left unattended.

The problem arising from cultural deprivation are among the most complex and the most serious that education and society, in general, face today. The social problems of our society have a direct but complex bearing on the development of children and adolescents in our society. The knowledge and efforts of many people will be involved in the solution to these crucial problems facing our school district and community.

It is a widely-held belief that education is the key to these societal problems. Joe Alsop, a well known and respected writer, in a recent column said that ". . . education is the key to our future . . . and on it, without a doubt, the future health of our America depends."

The Better Schools Project will directly benefit the disadvantaged children around whose needs and problems it is designed.

This program is not concerned with integration or segregation or race, as such. The primary concern of the proposed program is to improve the educational program for disadvantaged children, and their color is not important. If the disadvantaged children benefit, the community benefits also. In fact, the proposed program could be the springboard for better education for all children in the schools of the District.

Schools are not regarded as agencies to solve the social problems of society, but the schools should provide a setting in which all can learn in as nearly an ideal way as possible. The school is responsible not only for the learning of subject matter and intellectual skills, but also for the learning of basic attitudes and values. All the answers to the problems we face in educating the disadvantaged children in the District are not known, but it is the responsibility of the School District to develop and implement a comprehensive program. As Edmund Gordon says in *Compensatory Education for the Disadvantaged*, "We cannot afford to wait for better answers."(1)

II. IDENTIFICATION OF COMPENSATORY EDUCATION PROGRAMS AND CULTURALLY DEPRIVED CHILDREN

The term compensatory education is defined by many authorities in the field as programs of special and extra services intended to compensate for, or to overcome, the effect of hostile, different or indifferent backgrounds which result in a complex of social, economic and educational handicaps suffered by disadvantaged children.

The words disadvantaged or deprived refer to groups of the population which may differ in a number of characteristics, but which fit most of the following criteria:

1. Low economic status
2. Low social status
3. Low educational achievement
4. Tenuous or no employment
5. Limited participation in community organizations
6. Limited potential for upward mobility

In many cases these groups are also characterized by large-size famiiles, broken homes and slum conditions. In addition, often there is also an ethnic or cultural caste system of discrimination. (1)

III. GOALS OF COMPENSATORY EDUCATION PROGRAMS OF THE LITTLE ROCK PUBLIC SCHOOLS

The results of many compensatory programs are encouraging and indicate that curricula can be developed which overcome many of the deficits of deprived children. According to research data collected by Susan Silverman, (2) the key to teaching the disadvantaged is that curricula and materials should be adapted to the children's state of readiness, and provide the skills and experiences they lack. The particular problems of disadvantaged children should be appropriately met in ways most meaningful to them, not by stereotyped methods designed for typical middle-class children.

Even though there are good reasons to believe that the proposed compensatory program will be successful in achieving many of the goals set for it, it is realistic to realize that this proposed program will not be one hundred per cent effective. It takes time to bring about the attainment of all good goals. In this case, great effort will be made to improve the school program for disadvantaged children and to modify the effects of home environments. But the fact remains that these children will still be subject to the great influence of their home environment; when the school day is finished they will go back to the same impoverished situation. Over a period of time, the program should grow in effectiveness and gradually raise the overall achievement level of the children in schools in underprivileged areas, as well as attaining other goals.

General Aims or Purposes

In general, compensatory programs have one of two aims. They are either *remedial* or *preventive* in nature. Remedial work attempts to fill in existing gaps (social, cultural or academic) in a child's total experience, or to remedy existing problems by various corrective procedures. Preventive programs aim to forestall either an initial or a continuing failure in school and thus provide an equal chance for a full and normal school experience.

The goals of compensatory education are basically the same as that of education in general—namely, such things as the development of each child's abilities and capabilities, whatever they are.

Specific Goals of the Better Schools Project of Little Rock Public Schools

1. *Higher school achievement levels for disadvantaged children.*—Society requires more knowledge in many areas. Raising the levels of school achievement is a necessity if disadvantaged children are to be prepared to live and work in today's world; to be worthy citizens, and make contributions to society.

2. *Mastery of basic communication skills—reading and language development.*—The basic communication skills are the essential tools for all future development in school and in life.

3. *Comprehension of problem-solving techniques.*—The ability to make application of the basic ideas and methods of inquiry in each subject matter field in the continuing world outside the classroom, is needed in a rapidly changing society. A large store of factual information is less important than the ability to solve problems and make applications of knowledge to new situations.

4. *Respect for education and motivation to learn.*—From school experiences should grow an attitude of readiness toward, and an increasing capacity for, continued learning. (3) Motivation to learn is a prerequisite to learning.

5. *Concepts of self as a worthwhile person capable of contributing to society.*—Many deprived children feel rejected and unimportant and will not make any effort to learn until their negative self-concepts can be changed.

6. *Wider boundaries of observations and experiences.*—Disadvantaged children need to be exposed to the world outside isolated existence in order to increase their knowledge and develop aspirations.

7. *Attributes of good character.*—Increasing stress must be placed on those aspects of interest, attitudes and personalities which will promote further growth of the individual. (4) In the area of character building and vocational counseling, the role of the guidance counselor is important as an augmentation of the classroom teachers' efforts and is particularly needed by disadvantaged children.

8. *Prerequisite skills and knowledge for additional schooling or for training and/or employment in the labor market.*—The nature of our society requires workers in nearly all trades, occupations and professions, with more technical skills and abilities, to learn new skills and concepts.

9. *Awareness by disadvantaged parents of the value of an education.*—The most successful educational programs for all children involve the cooperation and participation of parents.

IV. GUIDE TO TEACHING TECHNIQUES

Superior teaching techniques are an essential part of the program of a superior school. This is particularly true of techniques used in teaching disadvantaged children. Their problems and complexities will require the best of teachers, teaching techniques and materials.

Four criteria are suggested as a basis of evaluation of all teaching techniques used in teaching disadvantaged children to determine their appropriateness and usefulness.

Criterion I: Teaching techniques should be individualized.—Each child is unique and functions in a somewhat different way than his peers. He learns by his own individualized method, which is inherent in his mental make-up and conditioned by many factors of his environment. Motivation and interest may vary or be entirely lacking depending upon the pupil's environment, his home situation, his classmates and the resourcefulness and imagination of his teacher.

Criterion II: Teaching techniques should create interest and foster motivation.—A variety of methods and techniques should be used to increase pupil interest and foster motivation for learning. When possible, teaching techniques should be used which make it possible for pupils to be successful in whatever they undertake. Praise of pupils for their good qualities and achievements is an important attribute of successful teaching techniques. Pupil success and praise, whenever it can be given, are particularly important in working with disadvantaged children.

Criterion III: Techniques should be appropriate for the type of learning outcomes desired.—Different types of techniques should be used in different circumstances and according to learning outcomes desired. Children who are slow learners or who do not have sufficient readiness experience, or who are disadvantaged in other ways, should be taught in as concrete terms as possible, rather than in abstractions.

Criterion IV: Teaching techniques should build good teacher-pupil relationships.—Good teaching techniques are not just a means to an end, but they should have certain inherent qualities necessary to the building of good relationships between teacher, pupils and parents. Understanding of pupil problems and acceptance of pupil at his own level and for what he is, by teachers and peers, are most important. No child should be hurt or put under stress by competition or unkind comparisons. Teacher-parent conferences and home visits should be an adjunct to techniques in the classroom.

V. PRESENT COMPENSATORY PROGRAMS IN THE LITTLE ROCK PUBLIC SCHOOLS

The Little Rock School District already has several functioning compensatory programs. Some of these are authorized under Public Law 89–10, Title I and other programs are financed by the school district.

The various current compensatory programs in the Little Rock Schools include the following:

Psychological Testing
Guidance Counselors
Remedial Reading

Speech Therapy
Elementary Library Program
Program for Educable Mentally Retarded
Program for Children with Specific Learning Disabilities
Orthopedically Handicapped Program
Special Education-Vocational Rehabilitation Work-Study Program
Summer Program for Junior High Students with Specific Learning Disabilities
Summer School Session
Summer Cultural Enrichment Program
Dental Health Program and Health Services Program
Clothing and Food Services
Summer Camp for Disadvantaged Children (July 22–August 2)

Additional personnel in compensatory programs include teacher clerks, itinerant librarians, library clerks and case workers. Distributive Education and Diversified Occupations—not just for disadvantaged, but they do provide opportunities for practical job training which may be taken by disadvantaged children.

This list includes various programs for physically handicapped, special education and children with learning disabilities. Though these programs were not designed for disadvantaged children, in some measure they provide for the needs of disadvantaged children who have these particular handicaps. However, these programs are quantitatively inadequate and need to be extended to include all the disadvantaged who need these services.

The summer school program is a type of compensatory education, as it often benefits children who are behind in their work because of deprivation. The summer cultural enrichment program, now in its second year, was designed specifically for disadvantaged children. There were nearly 500 in the program last summer and 470 are in the program at present. The program was well received last year and was evaluated by teachers, supervisors and children involved as being very successful.

The Nongraded Primary, which is in all elementary schools, is felt to be of particular value to disadvantaged children because it does allow them to progress at their own rate. The Initial Teaching Alphabet, which is currently being used in five elementary schools and presently being evaluated, has been recommended by authorities in the field of education for use with disadvantaged children.

VI. STRUCTURE AND SCOPE OF BETTER SCHOOLS PROJECT

Schools Selected for the Project

Our present educational program, in at least some aspects, is inadequate to meet the needs of the culturally disadvantaged children of the District.

Research studies have verified the fact that there is a definite correlation between environmental handicaps of the disadvantaged and low school achievement levels. The statistics on achievement, as measured by standardized tests in the Little Rock Schools, are in agreement with these research findings. The below-average achievement schools are in the areas of lowest economic-social status.

It has been found that the environments of deprived children may cause a depression of their I.Q. scores by 10–15 points. (5) This may well be due partially to the lack of validity of the I.Q. test for these children as well as to deprivation from the environment. There is a definite correlation of low achievement scores and low I.Q. scores in Little Rock Schools.

A number of factors, which closely parallel Title I criteria, were taken into consideration in the selection of those schools to participate in the Better Schools Project. Schools with the largest number of disadvantaged students whose work is the poorest, in short those who have suffered the greatest denial of opportunity, were included. The most predominant factors considered in the selection of schools were:

(1) High concentration of economically disadvantaged families in the attendance areas served by Project Schools
(2) Large number of socially disadvantaged children who are excluded from the mainstream of society in the attendance areas
(3) Large number of children with less than satisfactory home environments
(4) Evaluation of Title I projects showing children and areas of greatest need
(5) Low educational achievement level of individuals and schools according to national and Little Rock School norms.

The ten elementary schools identified as most in need of compensatory education are: Ish, Bush, Gillam, Washington, Granite Mountain, Stephens, Gibbs, Mitchell, Pfeifer, and Carver.

Six additional elementary schools should be given consideration when feasible. In priority order, they are: Lee, Romine, Rightsell, Kramer, Centennial, and Woodruff.

Secondary schools that meet the criteria for compensatory education programs are: Booker, Dunbar, West Side, and Horace Mann.

Central High School should be included in this program in certain aspects, which will be explained under secondary curriculum and program.

Class Size and Additional Classroom Needs

A most important feature of the Better Schools Project will be uniformly small classes, the teacher-pupil ratio of one to twenty being the recommended size at the elementary level, and in the basic subject areas for disadvantaged pupils in the junior and senior high schools. Research findings do not indicate one optimal class size, but it is clear that a teacher can devote time to individual pupils, providing individualized instruction and thoughtful planning for the needs of each pupil, only if the class is of a reasonable size. (7) Dr. Alice Keliher, Miss Imogene Hines and numerous other childhood education authorities are advocates of smaller classes. (8) They believe that the individual help that children need cannot be given in large classes and this help may mean to pupils, disadvantaged ones in particular, the difference between success and failure.

A friendly, secure school environment, which implies small class sizes is the necessary setting for pupil achievement. Disadvantaged children most of all need confidence in their ability to achieve, and they should gain personal meaning and success from the school curriculum and activities which can be best provded for in small classes.

It is quite apparent that more classrooms will need to be constructed to fully implement the compensatory program. Additional space will be needed to house the recommended twenty disadvantaged pupils per classroom teacher in pre-kindergarten, kindergarten, elementary school classes and in secondary basic track classes. In some cases the special and extra services that will be assigned to the project schools, such as space for the speech therapists, music teachers, remedial reading teachers and special education classes, will require additional classroom space.

Reorganization of Certain Compensatory Schools

In order to utilize better the existing facilities in the implementation of the Better Schools Project and provide space for some of the additional classes, an organizational change and alternate suggestion follow:

First Possible Change.—Kindergarten and pre-kindergarten be housed at Horace Mann in the present English wing of the building.

Second Possible Change.—Kindergarten be placed at Bush Elementary School. Pupils presently in Bush School would be absorbed by other elementary schools in the area. Additional kindergartens would be placed in schools where rooms are available.

VII. PROPOSED LONG-RANGE COMPENSATORY EDUCATION PROGRAM FOR LITTLE ROCK PUBLIC SCHOOLS

After careful research of practices and programs now in existence in the United States, and consideration of the purposes, needs and goals of compensatory programs in general, and in the Little Rock Schools in particular, the comprehensive program which follows is recommended.

A. Pre-Kindergartens and Kindergartens for Children Ages Four and Five

Compensatory education consisting of pre-readiness programs for culturally and educationally handicapped children, is one of our most urgent needs. It has now been established by an impressive list of studies and research projects that the effects of environment cause a great difference in I.Q. or general learning capacity. (9) Adverse environments can depress the I.Q. score and intervention can raise it (particularly between ages 3–9) as much as 10–15 points. All later learning is likely to be influenced by the very basic learning which has taken place by the age of five or six. (10) The home is the best place for these basic learning experiences to take place, but if the home does not and cannot provide these basic developments, the child is likely to be handicapped in much of his later learning and the prognosis for his educational development is very poor. If adequate basic learning cannot be provided in the home, it is the responsibility of the schools to insure that culturally deprived children have these initial skills and concepts.

Obviously these pre-kindergartens and kindergartens should be different than the traditional ones for middle-class children; they should be designed to provide the specific types of experiences which the deprived children have lacked. They should be organized and maintained as part of the sequential program of the public schools and under the direction of qualified professional teachers.

Parents will need to be involved in order that they may work with the school in achieving the desired objectives. Parents, preferably both but at least one, will be expected to attend a weekly group counseling session. The purpose of the parent program will be to develop appreciation of education; to help parents give positive help to their children instead of undermining the work of teachers who are attempting to build new values and new concepts, and to overcome negative attitudes and values.

An administrative person will be assigned to coordinate the pre-school programs, work with parents and be chairman of a screening selection committee. Children will be screened for hearing and eye tests and given physical examinations to detect physical handicaps or needs.

The pre-kindergarten sessions will be one-half day, five days per week during the regular school year. Kindergarten children will attend school a full day, five days per week. The full school day will provide extra time for a well-rounded program, including physical activities, games, field trips, recreational outings and other appropriate enriching activities.

It is believed that this period of pre-school training, designed to develop in disadvantaged children those specific skills with which middleclass children come ready-equipped to kindergarten, can compensate for a good deal of the gap in their background experiences. Emphasis should be placed on verbal expression, language skills and creative expression. Some of the objectives which can be reasonably expected to be achieved are as follows:

1. Growth of self-esteem, improved self-image
2. Social and emotional development
3. Language and cognitive development
4. Readiness and attentional skills
5. Development of motivation to find pleasure in learning
6. Development of an awareness and an understanding of the environment

B. Elementary School Compensatory Program

Many educators feel that the first three or four years of the elementary school are critical. If learning is not successful and satisfying in these years, the entire educational career of the child is in jeopardy. The problems of the school dropout, and the educational and vocational career of the individual, are largely determined by what takes place in the first few years of school.

Permeating all school activities and subjects should be a deliberate and vigorous effort to impart to disadvantaged pupils a desire for a quality education. Academic programs and achievements should be highlighted from the beginning with young children. Academic achievement should be honored and given greater recognition in order to help build a good image and motivate students to aspire toward the achievement of a good education.

The content of the compensatory program needs to vary from traditional schools; the curriculum should be designed to fit the special needs of disadvantaged children. Ultimately, a handbook of curriculum content and techniques for teaching disadvantaged children will be developed from experiences in the Better Schools Project.

In 1969–70 when the Better Schools Project is initiated, or when additional classroom space is available for kindergartens, Primary I children will attend school a full day after the initial two weeks of school, instead of the current 8:30–2:00 p.m. session. First-year pupils should attend a full school day. However, retaining the shorter school day until more classrooms are available will make it possible to initiate Phase I of the Kindergarten Project by also using Primary I classrooms for kindergartens from 2:15 to 4:15 p.m.

The gap between readiness and the school tasks to be performed in our usual school program is the source of frustration, which begins soon after the deprived child starts to school. This difference increases and by the end of the sixth grade the deficit has accumulated and the damage may be very difficult, if not impossible, to reverse. Even though the problem isn't easy, the basic approach is to start with the child where he is and proceed by a carefully developed, sequential program to bring him up to a level where he can learn closer to the normal rate.

1. Nongraded Schools

The nongraded structure, already in all Little Rock Elementary Schools at the primary level, does provide the framework for such sequential development and will continue to be used in the Better Schools Project as the basic framework for the compensatory program. The nongraded school will be extended through the fourth, fifth and sixth grades in the Project Schools because this organization is ideally suited to the problems of culturally deprived children.

Failure is one of the humiliating problems the disadvantaged child often lives with in his home; he should not have to experience failure at school. If his school experiences can be successful, he will be encouraged to learn and motivated to try again—to learn new things. (11) Research on failure shows that it has negative effects on personality and subsequent achievements and aspirations. (5) The real answer to the school dropout problem lies far back along the educational track, back in elementary school and kindergarten where the failures begin. (1)

2. Elementary Reading Program

The Initial Teaching Alphabet system of learning to read, currently in use by first-year pupils in six elementary schools, will be extended to all Project Schools, and where deemed necessary will be retained for second-year work. It simplifies beginning reading and makes a more successful experience which is so necessary for deprived children.

The general pattern of reading instruction in the Project Schools will follow the 1968 Revision of *Elementary Reading: Instruction and Practice.* The pace of reading will be individually adapted in accord with the ability of the individual pupil.

The recently adopted basal reading series will be used with suitable supplementary readers to enrich and reinforce skills taught in the basic texts. The subject matter of these readers should correspond to the physical age and environmental background of experiences of the child. The reading level should be at or below the child's instructional level. A variety of materials to stimulate and motivate the children to want to read is needed. Some of these materials are listed in the new reading guide. (12)

Remedial or developmental reading will be made available to pupils who need it. In the primary classrooms of 20 pupils in the Project Schools, it is recommended that the classroom teachers do the teaching of remedial reading under the direction of a specialist in reading.

Outside the Project Schools, the remedial reading program should be expanded to cover the needs that exist. Remedial reading classes outside the Project Schools, and individual or small group teaching of children where it is warranted in the Project Schools, would be done by remedial reading teachers provided by the Special Services Department.

The practice of taking children out of the regular classrooms for remedial reading instruction is used in the Little Rock Schools, and by many other school systems. The difficulty encountered in this practice is, of course, the missing of class instruction and learning activities in the regular classroom while pupils are receiving reading instruction in another room from the reading teacher. In spite of the drawbacks involved, the best possible scheduling should be planned and the practice continued in those schools where the teacher-pupil ratio is above the recommended 1–20.

3. Intermediate Level Semi-Departmentalization

In the nongraded intermediate level there should be a semi-departmentalization in reading. Reading groups should be established on three broad instructional levels and each level broken down into three sub-groups: remedial, regular and enriched. (24) (The size of the school would determine the number of groups). Each reading group would be instructed by different teachers, thus allowing individual teachers a narrower span of reading levels and allowing a concentration of reading materials on a particular reading level.

The last two years of the intermediate level (grades five and six) should be semi-departmentalized in mathematics, science and English. This would allow the teacher to teach in a concentrated area of instruction, rather than teach a number of subject areas. Elementary teachers can no longer be experts in all subjects at this level with all the changes taking place in subject matter and teaching methods. Elementary work now embraces modern mathematics, new science knowledge, linguistics, new social studies, economics, and foreign language—to only mention a few.

In addition to the intensive reading program, there should be a strong emphasis on the other communication skills or language arts; namely, speaking, listening, phonics, grammatical usage, vocabulary and writing. These skills are so basic, and often the deprived are very deficient in these areas, that they need to be given special emphasis.

4. Guidance and Counseling Services

Together with programs for reading improvement, some form of guidance is the one almost universal component in programs for the disadvantaged.

Many current programs for the disadvantaged use group guidance techniques with all the students in a project school, (1) and this approach is suggested for the Better Schools Project. A guidance counselor should be assigned to every 400 pupils (one school or more) to do individual counseling with pupils and their parents, group guidance, and to give assistance to the classroom teachers.

5. Elementary Libraries

The library in a modern elementary school is the focal point of school learning experiences. The printed word remains the key resource for learning in school and in later life; therefore the library should be a most important part of a school.

A librarian and library clerk are needed for each project school—or to serve approximately 500 pupils. The librarian should be an aid to the teacher and pupils. Such assistance would consist of making units of study with resources from the library available to teachers, and also by making library periods available to children. Book use should be actively encouraged and the library day extended before and after school for pupil use.

Where physical facilities of libraries are inadequate, every effort should be made to supply these needs as soon as economically feasible.

The present library program under Public Law 89–10 is functioning well but is limited, due to a lack of personnel.

6. Special Education for Disadvantaged Children

The existing program of special education should be expanded to provide classes for all the children who are eligible, according to the criteria established by the State Department of Education and the criteria of the Little Rock Schools.

Special education pupils are not and should not be permanently labeled as "special education" pupils. If and when they reach the point where they are able to function as normal learners, they should be moved out of special education classes into the regular classes within their school.

The criteria for identifying special education pupils, objectives and curricular programs have been established by curriculum committees in the summer of 1968, and should be used for disadvantaged children in special education classes. The scope and sequence of the program have been improved which will make the curriculum more effective.

7. Elementary Music Program

An elementary music program, taught by qualified music teachers, should be organized for the Project Schools. Music for all pupils would be taught in twenty-minute periods for primary classes and thirty-minute periods for intermediate classes twice a week, if possible. The curriculum would be a well-rounded public school music program. End-of-the-year programs, using pupils who had exhibited some talent, would offer opportunities for disadvantaged children to participate in a public program.

C. Secondary School Compensatory Program

Compensatory education in the Little Rock Schools should be emphasized at the elementary level. Secondary schools have many more programs of a compensatory nature than do elementary, because of the broad curriculum offerings, and special and extra programs already in effect. These programs are functioning well and in some cases should be expanded to include more pupils. The greatest area of need is more guidance and counseling on an individualized basis, in order that more students may be guided into the right programs. New methods and techniques of teaching disadvantaged students need to be explored. This will be studied and worked out during the 1968–69 workshop sessions with staff and teachers participating.

1. Guidance Program

An intensive guidance program should be planned for disadvantaged students. Guidance with a strong emphasis on vocational counseling is probably the most needed compensatory program at the secondary level. A much lower ratio of students to counselors will be necessary to provide the personal guidance needed by disadvantaged students.

A vocational counselor will be needed at each of the junior high Project Schools and at Horace Mann and Central High Schools. They would work with the regular counselors and serve students referred to them by the teaching staff and principal. Their responsibility would include planning individual student courses which would lead to productive employment upon high school graduation. They would attempt to prevent dropouts through sound counseling and personal interest in the welfare of students. Dropouts would be encouraged to re-enter school. Counselors would make home visitations and counsel with parents and students.

The aim of the intensive guidance program would be high school graduation, but if this is completely out of the reach of the student, then the aim would be gainful employment. The vocational counselors would maintain a close working relationship with Employment Security.

2. Vocational Education

The Little Rock Public School System has an excellent program of vocational education, including the outstanding facility at Metropolitan High School. This program is open to all students, including disadvantaged students who wish to enroll.

The Metropolitan facility must be expanded to make room for more students and additional curriculum areas. With the addition of qualified vocational counselors, there will be a greater interest on the part of disadvantaged students to enter Metropolitan. It is suggested here that Metropolitan be doubled in size and in the number of vocational curriculum offerings. Program planning should be studied during the 1968–69 school year and recommendations made which would be the basis for building design.

3. Work-Study Programs

Distributive Education and Diversified Occupations are providing opportunities for simultaneous school-study and work experiences. An additional course, Business Education Cooperative Program, has been added to the work-study program recently.

Junior and senior high school pupils should have greater opportunities for work-study experiences, as determined by the needs of these pupils.(13) Some educators believe that students should have three or four work experiences of increasing complexity in order that a wider range of work skills and knowledge will be developed. Work experience and skills are prerequisites for many employment opportunities, so the work-study programs can be of vital importance for work-bound students.

A job placement supervisor should be included in the compensatory program at the secondary level. He would assist the vocational counselors and coordinate the job placement program for disadvantaged students. The job placement supervisor's responsibility would be to keep informed of local employment opportunities and needs, and work with local public agencies and industry to increase the effectiveness of the school's vocational and work-study programs.

4. Special Education

Special education classes are now being provided at the secondary level but they need to be increased to take care of the students who should be in special classes.

A Special Education-Vocational Rehabilitation School Work Program for grades 9–12 has been in operation in the Little Rock Schools since 1963. This is a cooperative program between the Special Education Department of Little Rock Public Schools and Vocational Rehabilitation, and it has been successful in providing work and training, plus other benefits for special education pupils. More pupils, including deprived pupils, need to be included in this program. To be eligible for the Vocational Rehabilitation program, students must be in special education classes; thus, the need for more special classes. The program needs to be expanded through additional job opportunities and also by the addition of a sheltered workshop for training and placement of students unable to work in public employment.

5. *Basic-Remedial Classes*

The secondary schools now have three flexible groupings in basic skills subjects. Generally disadvantaged students fall in the basic-remedial sections. These pupils, who are behind academically and otherwise, need individualized instruction and attention to help overcome their handicaps.

Remedial reading is now offered in the Project Schools, although all students needing remedial reading instruction—including disadvantaged—are not scheduled for reading, due to a lack of space. At least one additional remedial reading teacher should be placed in each secondary Project School. Disadvantaged students cannot achieve in school if they cannot read at, or close to, grade level. Poor reading ability is responsible for many dropouts at the secondary level.

6. *Extra-Curricular Activities*

There is a definite need for peer-group support of deprived teenagers, and for these students extra-curricular school activities may be the only desirable source of such support and association with other teenagers.

Often the extra-curricular part of the school program provides the greatest opportunities for the development of leadership abilities, creativity, self-expression, the building of self-esteem and exploration of individual interest. Extra-curricular activities or clubs, designed with the needs of the disadvantaged group in mind, might be very helpful. Extra-curricular activities and opportunities should be increased and the deprived pupils be given encouragement to belong and participate in such groups.

7. *Tutorial Help*

Tutorial help, where needed, should be provided in elementary and secondary schools. Individual help may, in some cases, be the only really adequate solution to the learning problems of some children. Criteria for eligibility for tutorial help would have to be established and a tutor system developed.

D. Extended School year

A summer program during June and July will extend the regular school year to an eleven-month term in the Project Schools. All pupils—the gifted, mentally retarded and average—in the Project Schools will be encouraged to continue in school during the extended session.

There are several compelling reasons for extending the school year for disadvantaged children. First, such a program provides extra time for activities and experiences aimed at broadening horizons, developing creativity and teaching special skills for disadvantaged children. It should not be just an extension of programs of the regular term, but special programs designed especially for the extended year. The summer period provides opportunities for new activities which can be more specifically and extensively adapted to the needs of the deprived children to be served. The extra time offers an opportunity for deprived children to decrease their learning lag. Second, the program offers educational activities for many children who would have nothing to do and no supervision at home. A survey of last year's elementary summer school enrichment program showed that over two-thirds of the mothers worked away from home during the day. Third, the extended school year increases the school's influence with disadvantaged children by increasing the time spent in school and by decreasing the vacation learning lapse.

The extended school year for Project Schools should not be planned as a regular academic program, but should be built around the following emphasis: (1) strengthening of basic skills in reading, communication and mathematics, (2) cultural enrichment and fine arts, (3) social aspects of living and (4) recreational activities.

At the elementary level, the extended year school day should begin with a morning session, giving emphasis to basic skills and communication skills. After lunch, the afternoon session of enrichment activities would consist of arts and crafts, speech improvement and drama, music and rhythms, field trips and recreational activities and physical fitness. As part of the physical fitness, a summer Little League Program could be organized for boys and girls.

In cooperation with the Arkansas Arts Center, art classes for children could be set up with transportation being provided to the Arts Center. Field trips to the Arts Center would also be part of the fine arts curriculum for the summer session.

Extra reading would be encouraged during the summer session with books being available from the school libraries and the public library.

In the secondary Project Schools, the extended session would consist of regular strengthening and remedial classes in basic skills, enrichment courses, summer camps, vocational training, recreational activities and physical fitness.

The extended session should be free of pressures; classes should be conducted on a no-exam, no-grades, no-credit basis for the most part. No tuition should be charged. Teachers should feel free to experiment and use innovations. A program for the parents and friends at the end of the session has been shown to be a successful venture in that it provides an opportunity for children to appear on a public program with the attendant ego-building benefits.

It is recommended that air-conditioning be provided for summer-session schools. The National Advisory Council for the Education of Disadvantaged children found that air-conditioning can do more to aid learning in summer schools than can any other equipment or supplier.(14) If air-conditioning cannot be provided, fans and other air moving equipment should be provided.

E. Special and Extra Services

The Special Services Department involves the services of itinerant professionals who travel from school to school to serve individual students and teachers or groups of students and teachers in the areas of psychological diagnosis, speech therapy and remedial reading.

These special services will continue to work out of the Special Services office and will give particular emphasis to the Project Schools. Other areas will be classified as extra services.

1. Psychological Diagnostic Services

Gordon and Wilkerson believe that one of the most promising means of helping deprived children is psycho-educational diagnosis and remediation.(1) Disadvantaged children as a population have more developmental abnormalities than average children; therefore psycho-educational diagnosis and remediation are most important in helping this group. Our present psychological diagnostic staff will need to be expanded by adding at least two, and preferably three, qualified psychometrists to the staff to help serve the Project Schools.

2. Elementary Speech Therapy

The existing program of speech therapy has worked effectively and will be expanded by approximately five therapists to cover the needs that exist. Speech therapy and speech improvement are vital to a good compensatory education program. The speech habits of disadvantaged children generally leave much to be desired.

The speech program for the compensatory schools will be started in Primary I. In all Project Elementary Schools the speech therapists will visit classes 10–15 minutes twice a week for a Speech Improvement Program. The therapist will work with speech patterns and help with frequently mis-pronounced words, with enunciation, phonics, sounds, et cetera, in these group sessions. Small group therapy and individual therapy are also planned according to the need that exists.

At the primary level, the Peabody Language Kit is recommended. It was especially developed for retarded or disadvantaged children. Recorders are most useful in speech correction work and need to be added to the equipment available for therapists' use.

3. Health Program and Basic Needs

Almost everyone agrees that certain basic needs such as adequate food, sleep and rest, adequate living conditions, clothing, exercise and some medical care, must be met before the individual can become interested in higher functions such as education. Passivity, physical malfunctions, defeatism and possibly hostility, are among the results of such biological deprivations. The school and the community have a responsibility in helping schoolchildren meet these basic biological needs when adequate school learning is practically blocked by these need deficits. Physical needs of children *must* be met. No child should be expected to learn under conditions likely to nullify the effforts of the teacher and the school.(25)

These programs are not educational, but are necessary for education to take place effectively.

The health services and basic needs program financed by Public Law 89–10 are doing a good job and should continue to function in much the same way as in the past. They will be an important facet of the Better Schools Project.

4. Field Trips

One of the goals of a compensatory program is to widen the horizons of deprived children—to provide experiences that will enlarge their world and take them out of the cultural deprivation in which they have been reared. Field trips are one very practical way to accomplish this objective, though certainly not the only way; a bigger world is also between the covers of books, in visual aids, in personal contacts with teachers and resource persons and in many other media.

A well-planned and correlated program of various types of field trips, coordinated by a Field Trip Coordinator, would be a fine resource for enrichment and creation of pupil interest and motivation. The field trips should be managed in such a way that they do not become boring or routine, in which case the learning outcomes would not be the desired ones.

The Field Trip Coordinator would be responsible for developing a field trip guide for teachers to use in planning such trips. The coordinator would make all arrangements—transportation, contact establishments or agencies to be visited, arrange for guide and tour, amount of time, lunch if necessary, and possibly secure printed material from the place visited for follow-up by the teacher upon return to the classroom.

5. Services of University of Arkansas Child Study Center

The University of Arkansas Medical Center, Division of Child-Adolescent Psychiatry, has offered consultation and educational services to the Little Rock Public Schools. These services were offered by Dr. John Peters, Professor and Head of the Department of Psychiatry, and Dr. Sam Clements, Coordinator of Consultation and Education Services, who will assist the Little Rock Schools to develop and implement a structured program of services.

The types of services which are now available and which will be utilized in the Better Schools Project, as well as in the regular school program, include:

Single Case Consultation.—This would involve staff members of the Child Guidance Center meeting with a principal, teacher, counselor, or other school representative, to discuss particular problems posed by a specific child or adolescent, whether or not the child has been in the clinic.

Group Consultation.—This would involve staff members of the Child Guidance Center and a specialty group within the school system (principals, psychological examiners, speech therapists, reading specialists, counselors, special education teachers, etc.) in planned or spontaneous discussion on topics of interest to the particular group.

Education Seminar.—The child Guidance Center staff members, in cooperation with the school personnel, would plan a single topic seminar on a subject area requested by school personnel.

F. Staffing the Better Schools Project

1. Teacher Qualifications and Characteristics

The addition of extra personnel is an almost universal practice in compensatory programs of any size. However, numbers alone are not enough. An inspired and competent teaching staff has usually proven to be the best source of any successful program for the disadvantaged. A good strong teacher is the key to all good educational programs. Teaching in a compensatory program is not easy; the best teachers need to be encouraged to participate. The teachers need to be qualified, both professionally and personally, to teach in the Better Schools Project. Dr. Marvin Ack of Menninger's Clinic in Topeka, Kansas, says, "A major reason for learning is identification. The child learns because of the importance to him of the person doing the teaching. The first important person in a child's life is the child's parents. Once in the school, the teacher becomes one of the most significant persons in the child's life."(15) The personal qualities and characteristics of the teacher, as well as teaching ability, are very important. Teachers, teacher aides and clerks, all who work with children should be able to set good examples of language, appearance, moral qualities and ethical values.

The attitude of the teacher toward students is another important factor in learning. The teacher's attitude acts as a self-fulfilling prophecy for the student.

In defining desirable teacher qualities, Harold Howe, U.S. Commissioner of Education, says, "More than anything else, I am convinced disadvantaged children need specially prepared teachers: a professional teacher who understands how to teach children by starting with what they can do and understand, rather than confronting them with tasks which automatically make them failures . . . teachers must have high expectations for children and infinite patience in seeing those expectations realized."(16) It has definitely been established by recent research that teacher expectancy of pupils makes a significant difference in pupil achievement, especially in the lower grades.(17)

2. In-Service Education

There will be definite need for in-service education of teachers. The minimum college-work requirement for certification is often geared to middle-class values and is not adequate to effectively teach disadvantaged children. Until teacher training programs are vised to include teaching the disadvantaged, in-service programs are imperative.

At the present time there is not enough research, and compensatory programs are too new to establish definite guidelines for in-service training, (1) but through cooperative effort on the part of administrative staff, principals and teachers, a program will be evolved. The following phases will be incorporated into the program:

(1) Preparatory planning conferences and workshops
(2) Teacher training, lectures and workshops
    a. Understanding of disadvantaged child
    b. Teacher attitudes
    c. Techniques of teaching
(3) Classroom observation
(4) Teacher classes in English and Communication
(5) Continuing in-service education and orientation for new personnel in the project.

The first phase will be the preparatory planning workshops and meetings of the 1968–69 school year in which the program will be thoroughly studied and identified for the Little Rock Schools, schedules of special services made—materials selected, plans made for in-service education for participating teachers and other plans formulated.

A proposal for teacher in-service has been made under the Education Personnel Development Act. This EPDA proposal, if approved, will fill a pressing need for teacher in-service education in the proposed Better Schools Project of compensatory education. The proposal for in-service training will include case study research, followed by teacher training sessions based on the findings of the research. Factors entering into the lives of disadvantaged children will be studied. Home visits, conferences and other means will aim at increasing teacher understanding and awareness, and building positive teacher attitudes. Teaching techniques and skills for working with disadvantaged children will be the third area of emphasis.

The observation of master teachers by less experienced and less able teachers can be a most effective training technique. The new video tape recording machine will be utilized in this process. Substitute teachers, and a team of deployment teachers will be needed to fill the classrooms while regular teachers observe and participate in in-service training.

A fourth phase will include classes in English and communication for teachers whose language patterns need improving and who experience difficulties in communication.

In-service education and orientation on a continuing basis will need to be provided for new teachers coming into the Project Schools.

3. Additional Personnel Needed for the Project

The extra personnel added for the Better Schools Projects should be in four categories: (1) administrative and supervisory staff, (2) instructional staff, (3) special and extra services (or supporting) staff, and (4) nonprofessional staff.

Administrative and Supervisory Staff

(1) *Director of the Better Schools Project.*—This person will work under the Director of Elementary Education and the Director of Secondary Education, and be responsible to the Assistant Superintendent—Instruction.

(2) *Coordinator of Pre-School Programs.*—An administrative person would be assigned to coordinate the pre-school programs and the program of parent education. (see Pre-school and Kindergarten)

(3) *Reading Specialists.*—The reading specialists should work with elementary classroom teachers and children who might have unusually difficult problems.

(4) *Language Arts Supervisor.*—To work with teachers in the area of writing, English, spelling, phonics, reading and do demonstration teaching.

(5) *Art Coordinator.*—A qualified art teacher should be employed to work with classroom teachers and develop a sequential art program.

(6) *Mathematics Supervisor.*—This person would work with elementary teachers in mathematics in-service training and serve as a consultant in the total elementary math program.

(7) *Job Placement Supervisor.*—The Job Placement Supervisor would keep follow-up records on dropouts, and on students placed for employment, as part of students' permanent files (see Secondary Program).

(8) *Field Trip Coordinator.*—This could very well be a retired teacher. He would plan trips, secure material for pre-study and follow-up, and make all arrangements.

Instructional Staff

Adding teachers to reduce class size is a fundamental way in which personnel have been used in compensatory programs. In addition to the classroom teachers in a ratio of 1–20, the following instructional professionals are needed.

(1) *Teachers of Basic Classes at Secondary Level.*—Additional teachers would be needed to reduce the pupil-teacher ratio to 1–20.

(2) *Guidance Counselors.*—Additional elementary and secondary counselors will be needed to staff the guidance program (outlined in Program Section). One guidance counselor should be assigned for every elementary school of 400, as a minimum, and multi-counselors for smaller schools. The proposed program of secondary guidance and vocational counseling with a lower pupil ratio would require more qualified personnel than at present. Five vocational counselors will be needed for the Project Schools.

(3) *Special Education Teachers.*—Additional special education teachers are badly needed to serve those children who are mentally retarded. All children in this category should be placed in special education classes.

(4) *Vocational Teachers.*—Expansion of facilities and curriculum at Metropolitan High School should be added.

(5) *Librarians and Library Clerks.*—An elementary librarian for each school with an enrollment of 400–500, and a full-time library clerk for each school. This would give teachers continuous service and also help to keep libraries open longer hours.

(6) *Physical Education Teachers.*—Physical education teachers will be needed to teach P.E. so elementary classroom teachers can be relieved of this duty, and a much better physical education program will result. Physical education teachers will be needed for the extended session (college P.E. majors could possibly fill these positions on a part-time basis).

(7) *Elementary Music Teachers.*—Qualified music teachers should be employed to teach public school music in the Project Elementary Schools.

(8) *Remedial Reading Teachers.*—Additional remedial reading teachers, elementary and secondary, will be needed to expand the program for disadvantaged children inside and outside the Project Schools.

(9) *Pre-Kindergarten and Kindergarten Teachers.*—Enough pre-school classroom kindergarten teachers will be needed to staff the pre-school program at a ratio of 1–20 in the Project Schools.

(10) *Deployment Teachers.*—Twelve extra qualified classroom teachers should be available to all the Project Schools for deployment in classrooms where needed. These deployment teachers would make it possible for classroom teachers to attend in-service workshops on school time, and to observe master teachers. They could also fill in as extra assistant teachers where needed.

(11) *Para-Professional Teachers.*—Teacher aides with some training (two years of college work) could read to children, serve as a resource and aid to teachers. They would also secure materials, help individual pupils and mimeograph materials, et cetera.

(12) *Substitute Teachers.*—Substitute teachers should be provided to take the place of ill teachers; to free teachers for home visits; to observe other teachers, and for in-service meetings.

(13) *Staff for Proposed Sheltered Workshop.*—(See Secondary Special Education.)

(14) *Tutors.*—College students might be used as tutors, or retired teachers who wish to work on a part-time basis.

Special and Extra Services Staff or Supporting Staff

(1) *Speech Therapists.*—Approximately 15 speech therapists will be needed to provide speech therapy and the speech improvement program for all pupils in Project Schools.

(2) *Psychometrists.*—An additional three psychometrists will be needed to adequately staff the Better Schools Project.

Non-Professional Staff

(1) *Teacher Aides, Clerks and Volunteer Workers* for pre-school and elementary programs will be needed. Volunteers are often necessary because of teacher shortage and finances. The in-service education program would include training, orientation and on-the-job training for volunteers and paid helpers.

(2) *Secretaries for Guidance Counselors.*

(3) *Bus Drivers for Field Trips.*

(4) *Custodial Workers.*

(5) *Cafeteria Workers.*

G. Parental-Home Involvement

Parental support and involvement have proven to be crucial to the success of compensatory programs. Studies have shown repeatedly that the home is the single most important influence on the intellectual and emotional development of children, particularly in the pre-school years. Further, it has been established that the most influential home factors are: the amount of parental interest in learning, the amount of practice and encouragement the child is given in conversation and general learning, and the objects in the home. (18)

In an attempt to create a better educational environment in the home (and also reduce the negative influence of the home) and secure parental cooperation and involvement, a parent education program is proposed as an integral facet of the Better Schools Project.

Pre-school and elementary parent education programs are proposed as weekly sessions for one or both parents, if possible. Parents would be strongly urged to attend. These sessions would provide orientation to the school and development of appreciation of the values and function of education. Discussion groups would be encouraged. Individual or group meetings of parents with teachers and guidance counselors, and home visits by teachers and social workers would also be part of a well-rounded home-school program. A family planning class would be offered as one facet of the program.

Parents could participate in the Better Schools Project in other ways. They might help with lunch preparation, participate in field trips and observe in the classroom.

The parental-home involvement program at the secondary level would consist mainly of parent-teacher, parent-counselor, or parent-social worker conferences in the home or in the school.

H. Summary of Better Schools Project Program Recommendations

1. All Instructional Levels

(1) *Teacher-Pupil Ratio of 1–20.*—Establish a teacher-pupil ratio of 1–20 in elementary Project Schools and in basic learning classes in secondary Project Schools.

(2) *Extended School Year.*—Institute an extended school year (June and July) in Project Schools.

(3) *Special Education Classes.*—Provide additional special education classes for all children who are eligible for such classes.

(4) *Health Services and Basic Needs.*—Continue the health services and basic needs program initiated under Public Law 89–10, Title I.

(5) *Field Trips.*—Establish a well organized, correlated program of field trips.

(6) *Psychological Diagnostic Service.*—Expand psychological diagnostic services.

(7) *University of Arkansas Child Study Center Services.*—Utilize, in a planned program, the diagnostic and consultant aid offered by the University of Arkansas Child Study Center.

(8) *Parent Education Program.*—Organize a parent education program for Project Schools.

2. Pre-School Instructional Level

(1) *Pre-Kindergarten Program.*—Organize a pre-kindergarten program for four year old disadvantaged children.

(2) *Kindergarten Program.*—Organize a kindergarten program for five year old disadvantaged children.

3. Elementary Instructional Level

(1) *School Day for First-Year Pupils.*—Lengthen the school day of first-year pupils to a full day.

(2) *Initial Teaching Alphabet.*—Extend the Initial Teaching Alphabet system, used in teaching beginning reading, to all Project Schools.

(3) *Nongraded School.*—Extend the nongraded school to include the intermediate level.

(4) *Semi-Departmentalization.*—Establish a semi-departmentalized structure and organization on the intermediate level in reading, mathematics, science and English.

(5) *Reading Program.*—Set up an intensive reading program, including remedial reading, for all disadvantaged children who need it.

(6) *Communication Skills.*—Emphasize the skills of communication—reading, speaking, listening, writing, phonics, grammatical usage and vocabulary.

(7) *Public School Music.*—Expand the public school music program with qualified music teachers.

(8) *Arkansas Arts Center.*—Utilize the facilities and programs of the Arkansas Arts Center as a part of the Better Schools Project.

(9) *Guidance Program.*—Assign guidance counselors to every 400 children in elementary Project Schools and develop a good guidance program.

(10) *Library Program.*—Assign librarians to every 500 children in elementary Project Schools and emphasize a good library program.

(11) *Speech Therapy Program.*—Expand the speech therapy program to include a Speech Improvement Program for all disadvantaged pupils and additional therapists for individual or small group work.

4. Secondary Instructional Level

(1) *Basic-Remedial Classes.*—Provide additional basic-remedial classes for secondary Project Schools.

(2) *Remedial Reading Program.*—Provide additional remedial reading classes at Central, Horace Mann and Metropolitan High Schools.

(3) *Guidance and Vocational Counseling.*—Initiate a sound guidance and vocational counseling program for secondary Project Schools.

(4) *Work-Study Programs.*—Continue, and expand work-study programs.

(5) *Metropolitan High School.*—Expand Metropolitan High School in order to offer a greater number of vocational subjects, and put additional emphasis on vocational training.

(6) *Tutorial Program.*—Provide tutorial assistance for disadvantaged students who need such help.

(7) *Extra-Curricular Activities.*—Create additional extra-curricular clubs and activities and encourage disadvantaged pupils to participate.

5. In-Service Instruction

(1) Plan and initiate in-service education programs that will be essential to the planning and functioning of the Better Schools Project (See In-service under staffing).

VIII. PHASE I OF THE BETTER SCHOOLS PROJECT FOR INITIATION IN THE 1969–70 SCHOOL YEAR

A. All Instructional Levels

(1) *Teacher Pupil Ratio of 1–20.*—Begin to establish where possible a teacher-pupil ratio of 1–20 in Project Schools.

(2) *Special Education Classes.*—Provide as many special education classes as soon as possible, in order that needs of special education students may be met more effectively, and the remaining children in the classrooms may also make better progress.

(3) *Health Services and Basic Needs.*—Continue the present program.

(4) *Field Trips.*—Continue to have field trips sponsored by individual schools until such time as an overall program of field trips is feasible financially.

(5) *University of Arkansas Child Study Center Services.*—Organize the services offered by the Center into an accessible program to be utilized in the Project and in other areas of the school program.

(6) *Parent Education Program.*—Begin the organization of a parent education program for Project Schools.

B. Pre-School Instructional Level

(7) *Pre-Kindergarten Program.*—Begin pre-kindergarten sessions for four year old children on Saturdays at 8:30 a.m. to 12:00 noon in Primary I classrooms. Parents should be strongly encouraged to attend a weekly session from eleven to twelve o'clock in the same building as their children's classes.

(8) *Kindergarten Program.*—Begin kindergarten daily sessions for five year-old children from 2:15 to 4:15 p.m. each school day, in the Primary I classrooms. Parents should be encouraged to attend a weekly session at an hour to be planned later.

C. Elementary Level Instruction

(9) *Initial Teaching Alphabet.*—Extend the Initial Teaching Alphabet system to all Project Schools.

(10) *Nongraded School.*—Extend the nongraded school to include the intermediate level of Project Schools.

(11) *Semi-Departmentalization.*—Begin semi-departmentalization at the intermediate level of Project Schools.

(12) *Reading Program.*—Organize an intensive reading program, for the children who need it, as soon as feasible. Employ a reading specialist to assist teachers in the reading program.

(13) *Communication Skills.*—Emphasize the communication skills throughout the program.

(14) *Public School Music.*—Add music teachers if it can be budgeted.

(15) *Library Program.*—Put emphasis on a good library program and add as many librarians and clerks as possible.

(16) *Speech Therapy Program.*—Establish the complete program of speech therapy as outlined under elementary schools.

D. Secondary Level Instruction

(17) *Basic-Remedial Classes.*—Provide additional basic-remedial classes for secondary Project Schools as financially feasible.

(18) *Guidance and Vocational Counseling.*—Begin the program of guidance and vocational counseling. This program is most important at the secondary level.

(19) *Metropolitan High School.*—Make plans for building an addition at Metropolitan High School.

(20) *Extra-Curricular Activities.*—Create additional extra-curricular clubs and activities and encourage participation of disadvantaged students.

E. In-Service Instruction

(21) Plan and establish in-service education programs which would be essential to initiate and implement Phase I of the Project.

IX. EVALUATION OF THE BETTER SCHOOLS PROJECT

The evaluation of a project of the magnitude of the Better Schools Project would be a most complex undertaking. Some of the standard evaluation procedures should be used, including achievement tests and I.Q. tests. Progress charts on all students should be made and evaluated from year to year in all the Project Schools. Teacher evaluation and student evaluations can add much to the statistical measurements.

However, it is suggested that the major part of the evaluation be performed by a professional evaluation team. This team might be composed of representatives from colleges who cooperate in the Little Rock Public School practice teaching program; authorities from the University of Arkansas Child Study Center and other educators, or the team might be furnished wholly or partially by SCREL.

APPENDIX

ADDITIONAL SUPPORTIVE DATA—COMPENSATORY EDUCATION

DATA ON CULTURALLY DEPRIVED CHILDREN AND COMPENSATORY EDUCATION PROGRAMS

The U.S. Office of Education defines educationally deprived children as those children who have need for special education assistance in order that their level of educational attainment may be raised to that appropriate for children of their age. The term includes children who are handicapped or whose needs for such special education assistance result from poverty, neglect, delinquency, or cultural or linguistic isolation from the community at large. (6)

Children from the disadvantaged groups have more behavioral problems and maladjustments than a similar group of middle-class children usually display. Many disadvantaged children may be socially maladjusted, have behavioral disturbances, physical disabilities, academic retardation and mental subnormalities. They do not make normal progress in school learning.

Research on personality development is not too extensive, but according to Silverman (5) the research that has been done indicates that the ego development of the deprived child is more likely to be characterized by lack of self-confidence and negative self-image than that of the middle-class child.

The Research Conference on Education and Cultural Deprivation (4) found that deprived children are handicapped by early experiences in the home which do not transmit the cultural patterns necessary for the types of learning usually found in our schools and in society. The type of motivations and goals developed by such homes, handicaps the children in school work and society; thus these children are *culturally deprived*. This deprivation causes physical, cultural, educational and social handicaps which result in their being disadvantaged in the society of which they are a part. *Culturally deprived* is not a racial or ethnic designation, but rather it designates membership in a population group which has these disadvantaged characteristics regardless of race or other ethnic designations.

Twelve years ago the New York City Board of Education sponsored the first program in what later came to be known as compensatory education. The program was called the Demonstration Guidance Project, and was started in two New York City junior and senior high schools. The project was later expanded and became known as the Higher Horizons Program. The concept of compensatory education has grown from the beginning until now compensatory programs of some type and scope are found in many schools over the country.

The Commission on Civil Rights (19) in its March, 1967 report found that compensatory programs are most often found in Negro schools, and that such programs were capable of helping to remedy the effect of poverty on academic achievement of individual children. However, they found that some of these gains were not sustained.

THE NEED FOR COMPENSATORY EDUCATION

The social and technological revolutions, which are taking place in our country, urgently require changes in the school program. We as a society are faced with a crisis because our rapidly changing complex technological society no longer neeeds people who are uneducated and have no skills. Our automating economy has little need for the talents of the uneducated. In this stage of development our country needs trained minds, educated judgments and conceptual skills. This type of knowledge doesn't routinely come out of today's schools.

S. L. Wolfbein of Science Research Associates, and a number of other writers, have pointed out that a central factor in the problem of education for culturally disadvantaged is the rapidly changing economy and job distribution system which requires more and better education for the entire population.

Until recent years, there has been ample opportunity in the economy for unskilled workers with little education. This has resulted in educating the more able student and letting others fall by the way. This deficit education must be changed; now a high school education is essential for most employment, according to Bureau of Labor statistics. The quality of a high school education must be upgraded. Further delay in making changes in our educational system to meet these needs will cause very serious problems in our whole economy.

The rising aspirations of individual and groups in our society are to achieve greater dignity and greater share of material wealth. These aspirations create the desire for more education which is seen as the means to this end. Equality of education opportunity, and ultimately (if possible) of educational achievement, is viewed as crucial.

The Research Conference on Education and Cultural Deprivation (4) after intensive research and study of current societal conditions concluded that, "what is now required is not equality of access to education." What is needed to solve our current, as well as future crises in education, is a system of compensatory education which can prevent or overcome earlier deficiencies in the development of each individual. It is a type of education which should help socially disadvantaged students without reducing the quality of education for those who are progressing satisfactorily under existing educational conditions.

The rising level of affluence for a large segment of the society makes them more interested in other goals such as security, interpersonal relationships and personal identity. M. B. Miles (20) cites some additional factors that are responsible for the urgency for accelerated educational changes. They are: increase in cultural aesthetic activities, and the size and growth of the educational system. A new culture is rapidly emerging from these revolutions or changes in our society, and the home and school at present do not effectively prepare many of the young for adaptation to this new culture.

EMPLOYMENT NEEDS IN METROPOLITAN LITTLE ROCK AREA WITH REFERENCE TO EDUCATIONAL PLANNING

According to the May, 1968, ***Employment Trends Bulletin*** published by the Little Rock Office of Employment Security Division, employment has shown steady increases in certain segments of the economy. Since April, 1967, total wage and salary employment in the Metropolitan area has added nearly 1000 jobs. The most notable augmentations were produced by Trade, Service and Government. National Youth Corps workers, utilized by various government agencies, accounted for the sizeable increase in government. Non-manufacturing employment spiraled 1850 beyond the level a year ago. There is a continuing trend of growth by bank, insurance and real-estate companies.

Unemployment declined by 300 since last year. The estimated unemployment in May, 1968, totaled 3450 (1750 females). The present unemployment rate is 2.8. The people who comprise the unemployed roster generally are in one of three categories (1) unskilled (2) laid off—or some similar adjustment in employment and (3) new and re-entrants; end of school year applicants; new people in town, etc. The official unemployed list doesn't actually include all of unemployed persons. There are others who are mainly unskilled who walk the streets and do not seek employment. There is a great need in this area of unskilled workers and non-workers for suitable education and training, upgrading of motives and ambitions and greater understanding of the importance of education. Our adult education program is caring for a great many of these needs, but the program should be expanded.

The projected ESD 1969 list of undersupply of occupations is as follows: engineers, draftsmen, accountants, bookkeepers, stenographers, clerks, typists, general office clerks, claims adjusters, key punch operators, nurses, food handlers, cooks and waitresses.

Certain conclusions can be drawn from this brief summary of economic conditions and employment opportunities in the Little Rock Metropolitan area.

The outlook for the future is for increased employment opportunities. The projected employment needs (not including the professions) suggest that reading, English, mathematics and other basic subjects, plus vocational preparation, should be emphasized. In all subject areas there should be emphasis on problem-solving, conceptual training and motivation to learn and re-learn. An increase in general level of competence of high school graduates, plus these emphases, should result in more skilled, and hence, more employable workers who can do jobs well. D.E. and D.O. programs provide opportunities for job training and work experiences which are effective remedies for unemployment.

SCHOOL DROP-OUTS

The deficits, with which disadvantaged children begin school, accumulate until students fall increasingly far behind their peers in school subjects. By the eighth grade the average deprived student (nation-wide) is three years behind in reading, mathematics and other subjects. (5) This falling behind at an increased rate is known as the cumulative-deficit phenomenon.

In the Little Rock Schools the average deprived student is approximately one and one half (1½) years behind at the eighth grade level. This is only an average; therefore a substantial number of these students are much farther behind. Dropping out of school is often the result for many of these students who have suffered this cumulative-deficit phenomenon. This, of course, means decreased opportunities for these students in mobility of social status and in the occupational world. The fact that this achievement deficit is cumulative and increases from year to year, seems to indicate that the school curriculum and methodology leaves something to be desired for these children. Research has shown that it is easier to overcome these deficits in the earlier school years. (21)

According to the May, 1967 NEA Research Bulletin, (22) twenty-nine percent of the nation's potential 1965 Senior High School Class never graduated. They had dropped out of school between the fifth grade and graduation.

In the Little Rock Schools the dropouts at the high school level were 5.58% in 1966–67. In the junior high schools the percentage of dropouts for the same year was 1.88%. (All secondary schools are included in these percentages figures.) For 1967–68 the percentage for Booker Junior High School was ten percent, Dunbar 3.5%, and west Side 7.4%. The percentage for Central High School for 1967–68 was six percent.

A lot of research has been done on dropouts; results show that numerous solutions have been tried. They range from activities to *prevent* withdrawal, such as compensatory pre-school programs, to *remedial* programs such as adult education and job-retaining for returning dropouts.

The implications of the research and school experience in the area of education for dropouts are fairly clear: namely, design programs to take these children who are behind in achievement at their own rate of learning, rather than trying to force them to fit a standardized grade mold. It is widely recognized that there is great need for early diagnosis and for compensatory education services for preschool children in predominately low-income areas. Since it has been shown that it is easier to overcome these deficits in the earlier years of school than later, the imperative is to start early—the earlier the better.

References and Annotation

1. Edmund W. Gordon and Doxey Wilkerson, Compensatory Education for the Disadvantaged (New York: College Entrance Examination, 1966).
2. Susan B. Silverman, "*An Annotated Bibliography on Education and Cultural Deprivation*" in *Compensatory Education for Cultural Deprivation*, Bloom, Davis and Hess (New York: Holt, Rinehart and Winston, Inc., 1965), p. 74.
3. Gordon and Wilkerson, *op. cit.*, p. 184.
4. Benjamin S. Bloom, Allison Davis and Robert Hess, *Compensatory Education for Cultural Deprivation* (New York: Holt, Rinehart and Winston, Inc., 1965).
5. Silverman, *op. cit.*, p. 72.
6. *ESEA Title I Program Guide #44*, (Washington, D.C.: Department of Health, Education and Welfare, Office of Education, March 1968), p. 4.
7. "Class Size" *National Education Association Research Bulletin, Vol. 46*, number 2 (May 1968), p. 35.

   Though research findings do not clearly point to one optimal class size, partly because there are so many variables and partly because not a lot of comprehensive research has been done, surveys of teachers have indicated that teachers prefer smaller classes with no clerical help or teacher aides to larger classes with a full-time teacher aide. (Common sense and experience also dictate the conclusion that smaller classes are superior.) When classes are smaller, certain results have been established by research as usually happening. These are:

   (a) teachers are more inventive and are more likely to use innovations and a greater variety of instructional methods,

   (b) individual pupils receive more individual attention,

   (c) teachers are more concerned with aptitude and needs of individuals in the class,

   (d) personal histories of pupils and their families are more well-known to teachers, and

   (e) teacher morale is better in most cases.
8. Alice V. Keliber, "Effective Class Size and Teacher-Pupil Ratio," in *Childhood Education* (New York: September 1966).

Dr. Keliber cites a number of studies to show the need for small classes. She suggests the following ratios:
(1) 25 pupils for regular elementary classes (desirable maximum).
(2) 10–15 pupils in retarded or handicapped classes.
(3) 15 pupils in disadvantaged groups.

9. Bloom, Davis and Hess, *op. cit.*, pp. 12–19, and other pages.

10. A recent project of the Educational Testing Bureau showed that the early years, propably three to five years of age, seem to be most susceptible to the positive influences that could promote influences and also promote the development of basic intellectual concepts and attitudes toward learning. They state that children who have little or no opportunity to learn in these early years may be forever disadvantaged.

Harold Howe, U.S. Commissioner of Education, in an article which appeared in *The Peabody Reflector* ("The Frustrations of Progress," March–April, 1968, pp. 58–63) quotes from Dr. John H. Fischer of Teachers College, Columbia University in regard to the need for pre-school education. "There is substantial evidence that the level of intellectual capability young people will achieve at 17 is ready half-determined by the age of four, and that another thirty percent is predictable at seven years. The earlier the investment is begun the greater will be the rate of return." Mr. Howe says this statement is supported by exhaustive evidence that wisdom dictates that we should put nationwide stress on school experiences for four year olds and perhaps younger children. Particularly should such training be offered to disadvantaged children who come from homes where such cultural and educational opportunities are denied them.

The following statement from *Arkansas Summer Programs* (published by the State Department of Education, 1968, p. 7) stresses the importance of early childhood education. "The importance of early childhood education cannot be overemphasized for disadvantaged children. The younger the children receive help, the better their chance of overcoming their learning difficulties."

Rose Mukerji, ("Roots in Early Childhood for continuous Learning," *Early Childhood—Crucial years for Learning;* Washington, D.C.: Association for Childhood Education International, 1966, pp. 15–21) says "Early years have the potential for improving education because it is here that psycho-social roots, language roots, roots of concept formation and roots of creativity lie."

11. Bloom, Davis and Hess, *op. cit.*

A tremendous responsibility rests with teachers of early elementary years, because the whole future of the child may well be founded upon them.

12. It has been found in the Little Rock Schools that the SRA Reading Laboratory and a variety of other good reading devices and materials have resulted in disadvantaged children and slow readers learning a great deal more than by use of traditional texts and reading books alone.

13. Harold Howe in "The Frustrations of Progress," states that he believes work-study programs are one of the most effective for dropouts.

14. *Summer Programs for Disadvantaged Children in Arkansas* (mimeo.) State Department of Education. Title I ESEA, 1968, p. 3.

15. "Mental Health and Education" (Speech in Little Rock Public Schools). Dr. Marvin D. Ack of Menninger's Clinic, 1968.

16. Howe, *op. cit.*

17. Robert Rosenthal, "Nation's Schools Research Summaries," *Nations Schools*, Vol. 81, No. 2 (February 1968) p. 57.

A study done by Dr. Robert Rosenthal at Harvard University established that pupils gained significantly in I.Q. points when they were placed with a teacher who had been told that they were exceptional children who could be expected to make unusual intellectual gains during the academic year. In reality they were children who had been picked at random from groups of certain levels with controls picked the same way. The greatest gains were made at the first and second grade levels.

18. Silverman, *op. cit.*, p. 69.

19. U.S. Commission on Civil Rights, "Racial Isolation in the Public Schools." (Washington, D.C.: U.S. Government Printing Office, 1967) pp. 5–6.

20. M. B. Miles, *Innovations in Education* (New York: Bureau of Publications, Teachers College, Columbia University, 1964).

21. Bloom, Davis and Hess, *op. cit.*, p. 74.
"The School Dropout . . . What's Being Done for Him?"
22. *NEA Research Bulletin*, (Washington, D.C.: Vol. 45, No. 2, May 1967) p. 35.
23. *Ibid.* p. 36.
Helen E. Rees, *Deprivation and Compensatory Education* (Boston: Houghton Mifflin Company, 1968).
24. Gordon and Wilkerson in *Compensatory Education for the Disadvantaged* suggest flexible grouping. They say grouping should be homogeneous or hetergeneous, small or large, strictly depending upon the specific learning experience.
The Readiness Classroom at Mitchell School during 1967–68 was an example of a successful homogeneous grouping. Twenty of the youngest most immature, culturally deprived children with low I.Q.'s were taken out of the Primary I rooms and placed together in a Readiness Classroom to give a longer time for readiness skills and preparation for first year level work. The children were not rushed or pushed. They were given extra material and readiness time and perception skills work. The teacher was provided with all the material she needed. The Readiness Class made good progress (will be reported separately) and the Primary I children made better progress than if all the children had been grouped heterogeneously.
25. Bloom, Davis and Hess, *op. cit.*, (*Research Conference on Education and Cultural Deprivation*) A number of studies have been done in this area. Brechinridge and Vincent (1962) did an excellent review of studies dealing with nutrition and its effect on growth, behavior and mental performance. Other studies are listed on p. 8 and p. 43. These studies point out the detrimental effect of deficiencies in basic needs and some of the ways that they influence learning attitudes.
Mrs. Cecile Hudson, Supervisor of Health, Physical Education and Safety has stated the following: "Programs for correcting health problems of a child at an early age (pre-school) are being recognized as primary factors in contributing to the physical, mental, social, and emotional growth. There are vision and hearing defects that if not corrected at this state often result in permanent damage. Statistics show that one in ten American youngsters begin school each year handicapped by unrecognized hearing loss. This handicaps the normal growth of the child at the age when speech, thought development, learning and social relationships depend on normal hearing. The same would be true of a child who has defective vision or other health problem.
"The fact that malnutrition at an early age can cause permanent brain damage presents another area of concern that relates to health."
A number of dropouts and compensatory programs are reviewed in *Compensatory Education for the Disadvantaged* by Gordon and Wilkerson, pp. 40–46, and in *NEA Research Bulletin*, May 1967, pp. 35–36.

Mr. STEIGER. It does not contain all of it, does it?

Dr. FORTENBERRY. I do not intend to read this, but I would submit it to the committee as a document. We have prepared for compensatory education, but we have not been able to initiate it all, due to a lack of funds, Mr. Chairman.

The CHAIRMAN. That has a direct bearing on the inadequacy of funding, am I correct?

Dr. FORTENBERRY. That is correct.

The CHAIRMAN. It has been made part of the record.

(The document referred to follows:)

STATEMENT OF CLARENCE E. MORRIS, DIRECTOR OF TITLE I, ESEA, ARKANSAS DEPARTMENT OF EDUCATION

Mr. Chairman and members of the Committee: I am Clarence Morris, of the Arkansas Department of Education at Little Rock. I have been asked to represent our Education Department insofar as its responsibility for the administration of programs under Public Law 89–10, as amended, is concerned. Our Commissioner, Dr. A. W. Ford, who was invited to appear before the Committee, because of a prior commitment, is unable to appear today and has asked that I express his regrets to you, Mr. Chairman, and other members of the Committee.

I feel compelled to apologize in advance for any lack of information that I may be able to provide in regard to programs under Titles II, III, V, and VI of the Act which are administered by the Arkansas Education Department. My particular assignment is the administration of programs under Title I and I have worked only with this Title since it was first funded in October of 1965. However, as programs under Title I are more or less closely coordinated with activities and services developed under the other Titles of this Act, I am aware of some of the special educational needs of Arkansas children which are being met by them. I expect to present views of the Department on some of the special benefits to education provided by each Title, but Title I will be the major concern of my statement. Since Title I receives far more funds, covers a much broader scope of endeavor, directly affects millions more children, and has been much more widely criticized than all other Titles of P.L. 89-10 combined, it is probably not inappropriate that a major portion of my remarks be confined to it.

TITLE I—PROGRAMS FOR EDUCATIONALLY DEPRIVED CHILDREN

What has Title I accomplished? This question was being asked by the National Advisory Council provided for under the Act before we had completed approving programs in Arkansas during the first year of operation. This same question has been asked with increasing regularity by more and more groups and individuals ever since. Many groups, both public and private, have established "research" prjoects to find out what Title I has accomplished. It is a characteristic of American people, I suppose, to expect to make immediate progress in terms of improving the end product in all our National undertakings, and the improvement in educational attainment of educationally deprived children is no exception.

Unfortunately, many of the earlier attempts to produce hard data on pupil achievement have been inconclusive at best or negative at worst. In our own State, we have been discouraged by the apparent lack of permanent retainment of gains that were made in some special remedial programs. Early in the program the validity of testing instruments began to be challenged by many with regard to their use in the measurement of the educational achievement of educationally deprived children living under conditions of extreme poverty in cultural or linguistic isolation from the community at large. Very early in the program we were able to determine that the attitude of the teacher and others coming into contact with these children seemed to influence their academic success more than other program variables, but teachers with special training to work in compensatory education programs have been in extremely short supply for our schools in general and in the rural areas of our State in particular. Limited parent and community involvement in these special programs has been cited as a contributing factor to the limited success in pupil achievement. Lack of adequate planning at all levels has been listed as a fault of Title I administration that has weakened its effectiveness. In short, we have heard a lot of negative reports on the accomplishments of Title I and a minimum of positive results.

The fallacy of these judgements is that the assessment has been based almost entirely on a single criterion—the standardized achievement test score—which has been assumed to be measuring attainment for educationally deprived children and which attainment is due solely to special instructional or other activities under Title I. Most of the assessments of Title I have not taken into consideration the many equally measurable improvements, such as those in attendance and in hunger and health problems, which are a prerequisite to improvement in attainment.

These educationally deprived children did not reach their present educational dilemma in a day, nor in a year, nor in a decade. Their plight has developed through generations of economic deprivation, uneducated parents and cultural or racial isolation from the mainstream of American society. Consequently, we must consider in our assessment of the value of such compensatory programs as those authorized under Title I, whether progress has been made in attacking the root causes of educational deprivation just cited. It is my contention that a fair appraisal of the accomplishments of Title I cannot be made on the basis of pupil attainment alone, even though we are able to cite examples of phenomenal progress in achievement. Unless we can make progress in removing, or in compensating for, the underlying causes of underachievement, we must continue to treat symptoms, rather than the true malady. To continue to depend upon remediation programs as opposed to developmental programs is at best a waste of human and material resources.

In our State, it would appear that it is our school system which must change its programs, procedures and concepts so as to meet the special needs of all its children including those whose need for special educational assistance result from mental or physical handicap, poverty, neglect or cultural, racial or linguistic isolation. Let us then consider some of the basic changes which have come about in Arkansas which we attribute to P.L. 89–10 in general and to Title I in particular.

A third of Arkansas' total school population comes from low-income families and thus qualifies for Title I help. With one of the lowest per capita incomes in the nation, Arkansas is incapable of producing enough tax money within its own border to furnish the kind of education that is by national standards considered desirable. We spend $518 per child while the national average is $766. Even when we add the $150 per child which we spend under Title I for compensatory education for our lowest one-third, we still are spending only $668 per child—which is nearly $100 below the national average. No one should expect miracles for that kind of money, although we think we have accomplished a few. To appreciate where we have come with Title I in Arkansas, it is necessary to look at where we were five years ago. Let me describe one Negro high school which was in existence then. This school offered 19 credits—two more than the number needed to graduate—as compared with 91 at a nearby white high school. The students in one senior English class shared a single textbook which was passed from child to child at recitation time. There were no library facilities and there were few extra books of any kind. The toilets were located outdoors. The teachers were understandably unenthusiastic and the shabby classrooms were hardly an incentive to learning. A leather strap was used for punishment when students got restless.

Let us not forget that Arkansas and other rural states have helped to populate the urban ghettoes with thousands of unskilled products of such schools, who have been driven off the land by farm mechanization.

Title I has helped to focus attention on schools such as these and to provide the funds which led either to their improvement or elimination. In this case, I am happy to report that the school has been eliminated and the children who formerly made up its student body now attend an accredited integrated school. Teachers in this school work hard on bringing up achievement levels, with Title I furnishing special programs in reading and math, because everyone wants the school to have the best standing possible and, as a result, the teachers have become genuinely interested in seeing the children do better.

Arkansas has made tremendous strides in elimination of the dual school districts. We have only seven districts which have not agreed to be unified by fall out of 387 school districts, and these holdout districts are scheduled to be desegregated by legal action. Title I has played an important role in urging the elimination of inadequate segregated schools and in furnishing help for the children who need it in the newly integrated situations. We have been able in very recent months to make great changes to improve programs because our professional and lay people are awakening to new responsibilities for meeting needs of *all* children.

No testing was done in at least a third of the State's smaller school districts prior to Title I so there was no measure of quality. In some cases, testing was done only in the white schools. When Title I mandated that testing be done some school administrators were stunned to find the width of the gap which existed between the predominantly white schools and the all-Negro schools. Now testing is not only being done but school districts are being trained in evaluation techniques, writing measurable objectives and in planning better programs. So great has been the impetus for this kind of self-improvement that a voluntary organization of Title I coordinators, with the support of the State Department of Education, conducted a workshop for its own members, 125 of which attended, to give them special training in this area. We have also published at the state level a booklet, "How to Build a Better Title I Project," which has been favorably received. (See Exhibit "A")

Title I has been effective in bringing more change in Arkansas schools in a shorter period of time than any other program within recent history because it has focused in on the problem areas. The most effective change is not that which is imposed from above, but that which results from local determination of needs by school leaders. We have seen this happening in Arkansas and if Title I had only educated the educators, we would see it as worthwhile because it is through school administration that change in emphasis must first be accepted.

Title I State evaluation reports have shown gains in attendance and a reduction in the number of children in the lower test quartiles. Title I reading programs, such as the ones conducted at Newport, Hughes, and in the Pulaski County School District have brought significant gains in the reading levels of elementary children. Some who were two and three years behind have had their grade lag reduced and others who were only a year or so behind are now reading at grade level. Innovative summer programs which feature native arts and crafts, departmentalized primaries and field trips are helping low-income children get the individualized help they need.

We are beginning to place more emphasis on early childhood programs in Arkansas because we believe that if we can do preventive work early we can prevent more expensive remediation later on. The State's first public kindergarten was established with Title I funds in Texarkana two years ago and several school districts have since followed suit. Title I programs have been coordinated with Headstart and Follow Through to foster special early childhood education programs among low-income groups in both rural and urban settings. A number of districts hold preschool readiness programs in the summer including Marianna and Helena, which are Eastern Arkansas districts with large populations of black children. Several school districts are trying new programs in the primary grades which build on the preschool experience and which are showing promise in reducing the achievement gap.

One of the healthiest developments to grow out of Title I has been the creation of community advisory committees which include representation by parents of low-income children. School personnel are becoming acquainted with some of the home problems which poverty children have and parents are learning about the difficulties which the schools have. Several school districts have held classes for parents, home visiting programs for teachers and parent participation days in which parents were encouraged to visit the schools.

The State Department of Education has recently issued Title I guidelines relating to program activities (See Exhibit "B") which we feel will get at some of the problems which have kept some programs from being effective in the past. We recognize that the passage of Title I, five years ago, marked a distinct break with traditional thinking in education because it designated that more help should be given to those who had always received less. Many people expected the passage of the Law to provide an instant answer to all our educational problems, as it obviously did not and could not provide. It has been beset by these unrealistic expectations ever since and its critics have been quick to point out what it has not done, rather than what it has done. We in Arkansas are fully aware of the problems and shortcomings. (See Exhibit "C") We feel, however, that inadequate funding, late funding, misinterpretations and poor planning have been responsible for more poor Title I programs than wrong intent. We know that if the programs are to do what we want them to do they must be improved and must change, but this cannot happen until those who administer the programs are provided with the techniques and the advanced guarantee of funding to make good planning possible. We believe that significant progress is being made in our State under Title I and we are confident that even greater change and improvement will come in the future as more informed and wise planning takes place.

Other Titles of P.L. 89–10, administered by the Arkansas Department of Education, which, though limited to a narrower band of activities than Title I, have nevertheless helped to bring about changes in education in our State. I should like to consider them one by one as each contributes its share—often in close coordination with other Titles—toward the total impact which P.L. 89–10 has had on educational programs in my State.

TITLE II—LIBRARY MATERIALS

The provision of library resources made possible under the Title II program has made a considerable contribution to the continued improvement of instruction in our State. New types of materials have been secured to aid children and teachers in their instructional programs. These resources have enriched the lives of many students.

There has been effective coordination of ESEA Titles I and II in that most of the elementary school libraries have been organized as a result of this program. Concentration of the program has been on the development of centralized library resources for the elementary grades. The latest information shows that we now have 535 elementary school libraries centralized for service in our State. Materials were purchased with Title II funds, and space, equipment and librarians and/or library aides were provided through the Title I program. In coordination with the Title III program, the Title II funds provided certain library resources designated as needs in innovative instructional plans.

Since the ESEA Title VI program serves the handicapped children of our State, this group benefits through the Title II services. The special education teachers may request and receive library materials for use in teaching handicapped children.

Through Title II in coordination with NDEA Title III the local agencies were able to enrich their collections of materials, by using NDEA funds for equipment and services and those items approvable under this Title and using the Title II funds for materials approvable under Title II.

The general public is deeply impressed by the growth of the educational program as a result of Federal funds. Parents are grateful that their children are able to have more nearly adequate books and other materials needed in doing research and for class work. The "Right to Read" will be of great significance in the 1970–71 plans for the use of Title II.

TITLE III—SUPPLEMENTARY EDUCATIONAL CENTERS; GUIDANCE, COUNSELING & TESTING

There were twelve Title III projects operating in our State during FY 1970. These projects provided services in the areas of improving and expanding the curriculum, media, improving classroom instruction, remedial and special education, and pupil personnel services. The program was extended into areas of the State that have not participated in Title III activities. This was accomplished rather effectively through the development of project centers in each of nine regions as provided by the State plan. (See Exhibit "D") Approximately 10% of the State's teaching force received some type of in-service training initiated by Title III projects. About 50% of the elementary and secondary students benefited either directly or indirectly as a result of being served by a Title III project.

In addition to the above activities, the State Department of Education, with the use of State administrative funds, gave direct training to 437 teachers, administrators, and State Department of Education personnel in the areas of program planning and evaluation. Forty-four percent, or 171, of Arkansas' school districts had personnel actively participating in this program.

Title III has been closely involved with Title I and Title VI, ESEA, and to a lesser extent with other federal and non-federal programs. Three of the twelve projects have title I components, thus providing additional funds that strengthened the overall programs. One project center, through the use of EPDA funds, conducted an institute that trained 123 teachers from 23 school districts in art, music, and social studies. Evaluation showed that teachers gained an average of 19% in art; 23% in music; and 18% in social studies. Title VI funds enabled one Title III project to give rather extensive day care services to approximately 160 students and diagnostic and screening services for fourteen school districts.

TITLE V—STRENGTHENING STATE EDUCATION DEPARTMENTS

Section 503, Title V, of the Act, has contributed greatly toward improving quality of education in Arkansas. The implementation of this program has helped the State Department of Education create interest in evaluating and solving problems of the local school districts in the areas of instruction, school plant services and data processing.

We are well pleased with the progress made in the Data Processing Section of the Department. The hiring of additional personnel this year has resulted in a more efficient operation and has allowed for expanded administrative services. All parts of Title I projects are now processed, making readily available information for program improvement.

The School Plant Services program has made appreciable progress in its efforts to increase services to local school districts. Requests by the local school districts for assistance in the area of School Plant Services have increased measurably year by year.

Instructional Services is the largest of the ESEA, Title V projects. Programs have been developed and strengthened in the areas of elementary education, art, music, modern foreign language, mathematics and physical education. Fundamental changes are being fostered in our public schools by this strengthening of our Instructional Services Division. For example, supervisors in elementary education have for the first time been able to visit every elementary school in the state and assist them in programs of evaluation and accreditation. Title V has indeed strengthened the leadership capability of the Arkansas Department of Education.

TITLE VI—AID TO HANDICAPPED CHILDREN

In the fiscal year 1970, 1,053 handicapped children in Arkansas were provided services through twenty-seven Title VI–A projects. The amount of monies allocated to these projects was $206,742. The direction for FY 1971 will be towards new areas. Priorities will be given to children with special learning disabilities, hearing difficulties and who are emotionally disturbed. Demonstration projects will be funded on a one-year basis with the local district assuming the responsibility the following year. Hopefully this will lead to wider participation by local districts in varied special educaton programs.

Title VI–A also serves to pull together services for handicapped children provided under Titles I and III of the Act and helps the State to provide a capable staff to provide technical leadership for the entire spectrum of education for the handicapped in Arkansas.

In conclusion, I would like to mention also that under provisions of Section 402 of Title IV, P.L. 90–247, our State Department is now in the process of initiating a new Planning and Evaluation Department as are many other states. P.L. 89–10 has been the change agent for such activities. Our State is a member of a joint state-federal group known as Belmont which is developing instruments and reports designed to measure and evaluate federal education programs. This is also a 402 project. We believe that we have now passed some of the first milestones which must be accomplished if effective education programs for carrying out the expressed purposes of the Congress in its adoption of P.L. 89–10 programs is realized. We have made significant progress in gaining acceptance by educational administrators of new concepts in education, and thousands of teachers are becoming more aware of and are sympathetic to the concepts envisioned in this legislation. Little by little educators are coming to realize the importance of parent involvement if Title I programs are to be effective. These are basic accomplishments which must precede real progress in pupil achievement for the educationally deprived children of this country.

There are certain concerns and reservations which we as a state agency feel should be given consideration for future legislative action relative to the Act.

(1) It would appear that much earlier funding of the programs will be available this year, and we appreciate the effort of the Congress in this regard, but we will still not be assured of funds in time to allow local and state agencies to do program planning based on actual funding.

(2) We are concerned with problems of rural schools whose present administrations are insufficient to plan and execute adequate programs, especially under Title I. A provision which would place more responsibility on the state agency for program development and operation in small rural districts similar to that for programs for children of migrant farm workers is worthy of consideration.

(3) We have some reservations on the 15% of Title III funds set aside for use by the Commissioner to fund special projects. We think the total program should be more closely coordinated between the State and the USOE, rather than to have a direct division of responsibility.

(4) Finally, we would urge that in considering educational programs for the inner cities, that education in the rural areas of America be not overlooked. As has already been indicated, poor educational opportunities for the rural poor are reflected in concentrations of the unskilled in the city slums as they continue to leave the farms.

Mr. Chairman, I am honored to have been invited to appear before the Committee. I am most appreciative of the concern which you and the other members of the Committee have shown about problems of elementary and secondary education.

EXHIBIT "B".—NEW GUIDELINES FOR IMPROVING ACTIVITIES IN TITLE I PROGRAMS OF LOCAL EDUCATIONAL AGENCIES

SECTION I. INTRODUCTION

The Law and Regulations state clearly that Title I ESEA, *shall be used* (a) to provide activities and services for educationally deprived children, (b) primarily for those children living in school attendance areas having the highest concentrations of children from low-income families, and (c) to concentrate assistance on those children who have the most pressing educational needs. Educational needs of such children may include (a) specially designed instruction, (b) supplementary and supportive activities such as counseling and health benefits, or (c) personal services such as books, clothing and food for economically disadvantaged children. The Law and Regulations are also clear that Title I funds ***shall not be used*** (a) to supplant or substitute for state and local support of schools, (b) for general aid to education, nor (c) for any activity in which there is discrimination against children because of their race, color, or religion.

The U.S. Commissioner of Education is charged under the Law [Sections 105(a) and 803(c)] to establish basic criteria which state educational agencies must determine to have been met before approval of applications from local educational agencies is granted. Two Title I, ESEA, Program Guides, Numbers 44 and 45–A, contain most of the basic criteria on program approval which have been issued to date. A copy of Program Guide No. 44 was issued by this Agency to all local educational agencies in May, 1968. A new pamphlet, "Title I ESEA Program Guides," which contains both of the above guides is enclosed with this memorandum. This Agency cannot approve new Title I activities which are in conflict with these guides. Also, any current activity or practice which is determined to be in conflict must be redesigned to meet the criteria or a new approvable ativity or practice be substituted for it.

SECTION II. SUPPLANTING OF OR SUBSTITUTING FOR STATE AND LOCAL SUPPORT

Generally, activities in this category will not be approved in amendments of current projects nor in new projects, and must be eliminated in existing programs at the earliest possible time. Examples of activities in this category include, but may not be limited to, (a) athletics and subjects required by Arkansas Law, (b) regular teaching assignments, and (c) equalization activities and services.

(*a*) *Athletics and Subjects Required by Arkansas Law*

The use of Title I funds for the employment of personnel or purchase of equipment or supplies for extracurricular school athletics activities of any kind is not approvable. Payment in whole or in part of the salary of a coach on grounds that he also teaches physical education cannot be permitted. Inasmuch as physical education, American History and/or American Government are required to be taught to all secondary school students, any activity in ***high school physical education, American History*** and/or ***American Government*** proposed under Title I must be shown to be an additional activity entirely beyond State requirements. It must also be designed to meet certain special needs of a limited number of educationally deprived children rather than being an activity for all students.

(*b*) *Regular Teaching Assignments*

The assignment of teachers employed with Title I funds to carry a full teaching load in the regular, and previously established, curriculum of a school and who are to perform the usual teaching duties expected of regularly assigned teachers of the system is not legal. Such staff must be reassigned to positions or duties planned specifically to focus on problems of low-achieving students. ***Lowering class load*** will no longer be considered approvable unless the resulting class load for the Title I teacher is substantially below the State's recommended maximums (twenty-five per class in elementary and 180 per day in secondary), and should contain a high percentage of students who have, or are apt to have, need of special attention in order to make normal educational progress. ***Remedial teachers*** and other ***special teachers*** must be assigned to positions or duties specially designed to remedy or prevent educational deprivation. These positions or assignments must be in addition to the regular or usual teaching positions of the school district.

Members of the ***regular school staff*** cannot be approved to be paid for ***part-time*** work in a Title I activity during the regular school term, unless it can be shown that the time assigned to Title I duties does not duplicate, nor substitute for, time formerly or normally devoted to the activities of the regular position.

(*c*) *Equalization Activities or Services*

Use of Title I funds to provide services in some schools or to some student groups while the same activities or services are provided in other schools or to other student groups in the same school district from state and local funds denies eligible Title I participants equal educational opportunity in the regular school program. Equalizing services in this manner constitutes substitution of Title I funds for state and local support in Title I eligible schools and to Title I eligible children. *Children who are eligible for Title I activities or services shall not be penalized by denying to them benefits provided to other children with state and local funds.*

SECTION III. GENERAL AID TO EDUCATION

Activities in this category may be approved or permitted to continue under unusual circumstances as indicated below, but schools will generally be well-advised to begin working them out of Title I programs as opportunities develop and to start substituting activities or services which can be concentrated on a limited number of the most educationally deprived children. Examples of activities in this category include, but may not be limited to, (a) certain enrichment or cultural improvement activities, (b) school supportive services, and (c) activities unrelated to needs of educationally deprived children.

(*a*) *Enrichment or Cultural Improvement*

Such activities as *art, music* and *drama* may be excellent offerings for groups of educationally deprived children in summer schools or kindergartens; but when they are offered merely as added courses to the regular school curriculum, open to all students on a competitive basis, and in which a minority of disadvantaged children participate, they cannot be defended in Title I programs.

Special field trips, imported entertainment, etc. should be judged in a similar manner. In order for activities of this nature to meet the purposes of Title I, the majority of the participants must be from the "target" population.

(*b*) *School Supportive Services*

Libraries, materiel centers, and ***media preparation centers*** are of great importance to schools and are necessary to the total education program. Except for situations where there is a very high concentration (50% or more) of "eligible" or "target population" children, these services so dilute Title I effort that its effect in "closing the education gap" is nil. ***High school librarians*** under Title I may be interpreted as supplanting local effort (librarians are required in all State-rated high schools) and therefore illegal as noted in Section I of this memorandum.

Teachers aides, instructional clerks and ***curriculum supervisors*** who are used to support all teachers in a school are other examples of general aid to education which may be of considerable benefit to the total instructional program, but of little demonstrable value to low-achieving pupils. The manner in which these staff members are used and their relationship to educational problems of the disadvantaged will determine their eligibility in future Title I program approvals.

School facilities, equipment and ***supplies*** may be purchased with Title I funds only when it can be shown that they are necessary to house or support an approved Title I project activity. They are never eligible to be purchased merely to support activities of the regular school program even though educationally or economically disadvantaged children may, incidentally, benefit. Equipment or instructional supplies normally furnished by parents may be provided for economically disadvantaged children as a personal service under series 1100 of the budget.

(*c*) ***Activities Unrelated to Needs of Educationally Deprived Children***

Some school administrators have erroneously considered "any activity not already in the curriculum" eligible for Title I, but unless it meets a need of educationally deprived children as a class, it is not eligible. ***Driver education*** is an example. Almost without exception, a course in any ***foreign language***, as traditionally established, fails to meet the needs of Arkansas' disadvantaged. ***Advanced mathematics*** or other courses requiring a high degree of academic performance also fall into this ineligible category.

SECTION IV. DISCRIMINATORY PRACTICES

Activities or practices which are found to be discriminatory on the basis of race, color or religion can never be approved and must be corrected immediately. Failure to remedy such violations jeopardizes continuance of the entire Title I project. The types of activities cited below are not subject to any "freedom of choice" plan which may have been approved for the conventional program. Examples of activities in this category include, but may not be limited to, (a) special programs, (b) summer activities, and (c) school facilities.

(*a*) *Special Programs*

Any newly instituted educational program not directly related to the existing regular activities of a school system such as ***special education*** or ***kindergarten*** must be conducted without segregation or any other form of discrimination.

(*b*) *Summer Activities*

Summer activities under Title I such as ***preschool, remedial, enrichment*** or *recreational* programs must not be conducted as dual programs. A summer activity can be approved only if located at an integrated school site or other location which is not identified with a single race, unless there is provided documentary evidence that eligible children of both races will participate.

(*c*) *School Facilities*

A *school facility* may not be approved to be built in whole or in part with Title I funds unless the State Agency has documentary assurance that said facility will be opened and operated without a vestige of a dual system.

SECTION V. CONCLUSIONS AND RECOMMENDATIONS

The requirements for approvable Title I activities are relatively simple. The Law defines educationally deprived children as "those children who have need for special educational assistance in order that their level of educational attainment may be raised to that appropriate for children of their age. The term includes children who are ***handicapped*** or whose needs for such special educational assistance result from ***poverty, neglect, delinquency,*** or ***cultural or linguistic isolation*** from the community at large." [Section 116.1(i)] Every activity and service of a Title I project should be designed to meet these childrens' needs for special educational assistance to improve their academic achievement.

Needs for special educational assistance which result from ***poverty*** are of prime importance, yet they are too often neglected in Arkansas projects. Such special basic needs as food, textbooks, eyeglasses, health care, school clothing, etc., are essential to satisfactory educational achievement for any child and therefore must be met *before* any economically deprived child should be expected to make suitable progress. Every effort must be made to provide for students these services through other established health and welfare agencies; and then those personal service needs still unmet should be provided at Title I expense.

Removing activities which do not meet the approval criteria outlined in this memorandum will allow concentration of limited Title I funds on those activities and services which will more nearly meet the total educational assistance needs of those children who may otherwise fail or drop out of the school's conventional educational program.

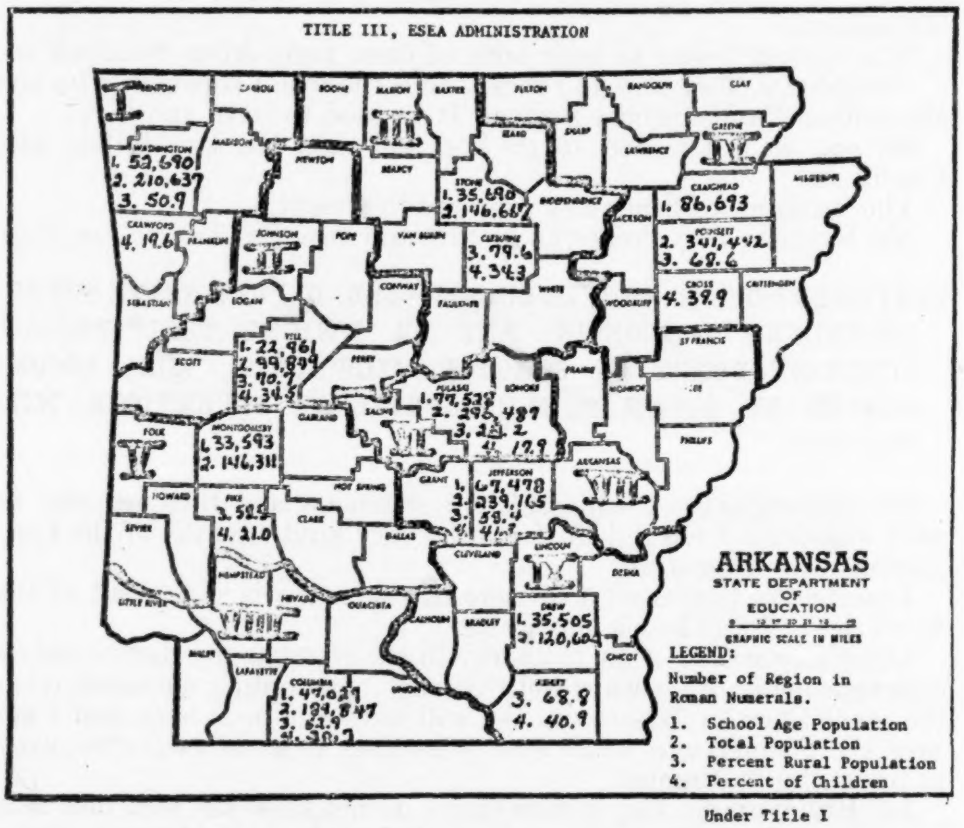
EXHIBIT "C".—IS IT HELPING POOR CHILDREN?

A new study made by the Washington Research Project and bearing the above name suggests that, while the nationwide goal of Title I is to help children of poor families get a better education, these children are not always the chief beneficiaries of Title I. Yet, as the report points out, "Ultimately it is the educationally deprived children who will be held accountable for the Federal investment. All the tests and evaluations to determine the effectiveness of Title I will be administered to poor children."

Documentation from HEW audits on paneled offices, band uniforms, curriculum centers, electric typewriters, sewing machines and television sets paid for with Title I money but used by non-Title I personnel and children came from many states all the way from Alabama to California.

Those interested in the improvement of Title I programs may disagree with the generally critical tone of the report but will find in it many errors to avoid. It is true that Title I was put together in a hurry that first year and funded too late every year since. That does not, however, relieve us from the responsibility of following, as honestly as we can, the spirit as well as the letter of a law intended to give poor children a better chance at school.

EXHIBIT D.—REGIONAL DIVISIONS


TITLE III, ESEA ADMINISTRATION
WASHINGTON
1. 52,690
2. 210,637
3. 50.9
CRAWFORD
4. 19.6
STONE
1. 35,690
2. 146,667
CLEBURNE
3. 79.6
4. 34.3
CRAIGHEAD
1. 86,693
POINSETT
2. 341,442
3. 68.6
CROSS
4. 39.9
YELL
1. 22,961
2. 99,899
3. 70.7
4. 34.5
PULASKI
1. 77,538
2. 296,487
4. 17.9
MONTGOMERY
1. 33,593
2. 146,311
JEFFERSON
1. 67,478
2. 239,165
3. 58.4
PIKE
3. 52.5
4. 21.0
DREW
1. 35,505
COLUMBIA
1. 47,029
2. 184,847
3. 63.9
ASHLEY
3. 68.8
4. 40.9
ARKANSAS
STATE DEPARTMENT
OF
EDUCATION
GRAPHIC SCALE IN MILES
LEGEND:
Number of Region in
Roman Numerals.
1. School Age Population
2. Total Population
3. Percent Rural Population
4. Percent of Children
Under Title I

The CHAIRMAN. We have with us the Wisconsin witnesses, Dr. Archie Buchmiller and Dr. Dwight Teel. I want to state that you have one of the outstanding Congressmen in the Nation on this committee, Congressman Steiger.

He has contributed tremendously to the welfare of all educational programs in this Nation, and not only education but all other legislation that comes from this committee. It is a great pleasure for me to call on my friend and colleague, Congressman Steiger, to present these witnesses.

STATEMENT OF HON. WILLIAM A. STEIGER, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WISCONSIN

Mr. STEIGER. I thank the chairman very much for his very, very kind remarks. I think the committee is fortunate that we have had over a period of a long time witnesses from Wisconsin.

Archie Buchmiller is the deputy superintendent of public instruction in Wisconsin, with whom I have worked for a good long time.

Archie, I think, is one of Wisconsin's best public servants, best educators, and the State is well pleased, I think, and served by what he does.

Dr. Teel is the deputy for the Milwaukee school system, which is the largest of the school systems in our State. He and the superintendent together have a most difficult job in grappling with local property taxpayers, the State legislature, and those who attend the schools in Milwaukee.

It is a great honor to have both of them here. Allen Nuhlicek accompanies Dr. Teel, and as I recall, he is the title I supervisor for the Milwaukee Public School System. It is good to have you here.

Do you want Dr. Teel to go first and then Dr. Buchmiller, Mr. Chairman?

The CHAIRMAN. Either way you want to present it.

Mr. STEIGER. Why don't you go first and have Dr. Teel follow you?

STATEMENT OF DR. ARCHIE BUCHMILLER, DEPUTY STATE SUPERINTENDENT, WISCONSIN; AND DR. DWIGHT TEEL, DEPUTY SUPERINTENDENT OF SCHOOLS, MILWAUKEE, WIS., ACCOMPANIED BY ALLAN NUHLICEK, TITLE I. SUPERVISOR, MILWAUKEE

Dr. BUCHMILLER. I will read my statement and then respond to your questions. I am indebted for the very kind remarks of the Congressman for Wisconsin.

I might say that what I do here this morning is as a result of the in-service training I took under him.

The CHAIRMAN. I want to concur in the remarks my distinguished colleague made. We always welcome such outstanding witnesses from the great State of Wisconsin. We will have you back here, and I am sure Mr. Steiger will make sure Wisconsin is never neglected, even in presenting testimony.

Dr. BUCHMILLER. May I state that I do not share the idea that title I programs have not been effective. Although the evidence is sometimes loose and inconclusive and subject to great debate, we will present a picture opposite this accusation we have.

When we now take into account the funding, this conviction comes through more clearly. What I say to you this morning comes out of 5 years of experience in administering title I in Wisconsin, of being on the firing line with 465 schools, and having approved over 2,000 applications under this act since it was first initiated.

I believe that the Federal programs have influenced a change in education generally for the better, in addition to the tangible and intangible benefits to the educationally disadvantaged groups on whom the programs have been focused.

I might also state that it is my conviction that this influence has exceeded what the Federal interest might reasonably have expected from these programs. For example, using the 1968–69 year we had about $813 million for operational expenditures in the State of Wisconsin.

Approximately a dozen or so Federal programs were operating in our State through our office, contributing about $31 million to this amount.

Title I expenditures, approximately $13.8 million, was 1.7 percent of this total expenditure for elementary and secondary education.

In addition to the title I target population benefits, the whole educational community in our State has been aware of the special learning needs of all students.

There has been a modification of teacher attitudes and a greater involvement of lay citizens and groups in educational decisionmaking.

Further, I need to emphasize that in the face of the growing local school district financial pressure the addition of $31 million permitted development of programs for pupils that would not have been provided if this money had not been available. As an example of this impact, let me go directly to title ESEA.

Wisconsin had 1,185,502 pupils enrolled in elementary and secondary schools in 1968–69. Approximately 74,250 students were served by title I special programs, or approximately 6 percent of the estimated total student population.

The estimated 74,250 students served under title I represent 50 percent of the approximately estimated 150,000 pupils eligible to use the benefits of title I programs.

Since all eligible students were not involved in programs this in part is due to three reasons.

1. The legislation expressly is directed to target areas which have high concentrations of educationally disadvantaged with the most critical problems.
2. If the authorization signifies the total exception of title I, then the appropriation for 1968–69 logically was only equal to $^{14}/_{26}$ of this expectation, which was the level of the funding.
3. Uncertainties about the total eligibility of funds for 1968–69 to school districts resulted in their planning for only 80 percent of the final level of funding based on 1967–68 allocations.

This does affect the planning, and I will dwell on that later.

The pupils served in title I programs were located in 425 school districts. These districts range from urban to rural from 70 in enrollment to over 130,000. The grants to these districts range from $155 to $2,796,607. In your sheet, you have a quick overview of the scope of the programs, the number of local educational agencies that were involved in them, and as you can see, reading, cultural enrichment and so forth, for a total of 32 program areas that were encompassed in the title I programs.

(The document referred to follows:)

ESEA title I project phases, fiscal year 1969*

Rank order, project phase	*Number of LEA's*
1. English reading	310
2. Transportation	152
3. Cultural enrichment	130
4. Guidance counseling	121
5. Mathematics	108
6. Health—medical	105
7. Food	97
8. Psychological services	92
9. English—other language arts	86
10. Speech Therapy	80
11. Other services	75
12. Library services	69
13. Physical education—recreation	67
14. Health—dental	63
15. Social work	61
16. English—speech	60
17. Natural science	47
18. Art	46
19. Social science	40
20. Music	40
21. Other	38
22. Pre-kindergarten and kindergarten	36
23. Special activities—handicapped	36
24. Special services—handicapped	27
25. Attendance	24
26. Industrial arts	17
27. Other vocational education	13
28. Home economics	12
29. Business education	10
30. Clothing	10
31. English as a second language	3
32. Foreign language	1

*A project phase is an instructional or service activity offered in a title I project. Each title I project may have 1 or several phases.

Dr. BUCHMILLER. Approximately 2,974 full time and part-time teacher aides were employed during the regular term and 3,495 during summer school programs.

Approximately 2,472 teachers and teacher aides were provided with in-service training during the regular term and 3,651 during summer school programs.

The requirements for evaluation of the effectiveness, while modest for reasons I will identify later, do provide us with an assurance that these funds do make a difference in the level of educational opportunity provided to pupils in the schools of Wisconsin. The following are some of the positive results that are being accomplished.

Again during the 1968–69 year:

1. 23,734 students participated in early childhood programs.
2. 11,912 students participated in summer school programs.
3. 6,123 teachers and teacher aides were involved in in-service training to improve their skills in teaching the disadvantaged.
4. A survey taken from 1968–69 revealed that 89 percent of the local school district title I evaluators rated title I programs effectiveness as some or great as it related to academic achievement. Only 10.5 percent rated program effectiveness as none or little.

5. Community involvement found 678 volunteers working in schools with title I programs and over 24,000 parents were meaningfully involved in the planning, operation, and evaluation of title I programs.

6. 71 percent of the districts reported some allocation of local tax funds to supplement title I funds received from the Federal Government.

In regard to the assessment of achievements we have no statewide assessment program in Wisconsin. It is a rather sensitive area, and I think Congressman Steiger understands from the previous position of the Wisconsin legislature, it is a little bit around local control and local autonomy, and this sort of thing, but we have asked each title I program to have pre- and post-testing.

The CHAIRMAN. Without objection, all of the material showing the number of eligibles which determine State eligibility, addendum number 1, addendum 2, and all other data will be made part of the record.

(The documents referred to follow:)

ANNUAL EVALUATION REPORT, TITLE I, STATE OF WISCONSIN, BY WILLIAM C. KAHL, SUPERINTENDENT, DEPARTMENT OF PUBLIC INSTRUCTION

This report has been prepared in compliance with the format suggested by the U.S. office of Education Bureau of Elementary and Secondary Education, E.S.E.A. - Title I Planning and Evaluation Division.

The following abbrevations have been used throughout the report:

LEA - Local Education Agencies
SEA - State Education Agency
CESA - Cooperative Educational Service Agency

1. *Basic State Statistics:*

A. Total number of operating LEA's in the State: 465

B. Number of LEA's participating in Title I:

1. during the regular school term only: 150
2. during the summer term only: 54
3. during both the regular school term and the summer terms: 158
4. planning cooperatives: 2

C. Number of Title I programs:

1. total operating during the summer: 212
2. total operating during the regular school year: 308
3. total number including planning cooperatives: 364

D. Unduplicated number of pupils who participated in Title I programs:

1. Number enrolled in public schools

60,394

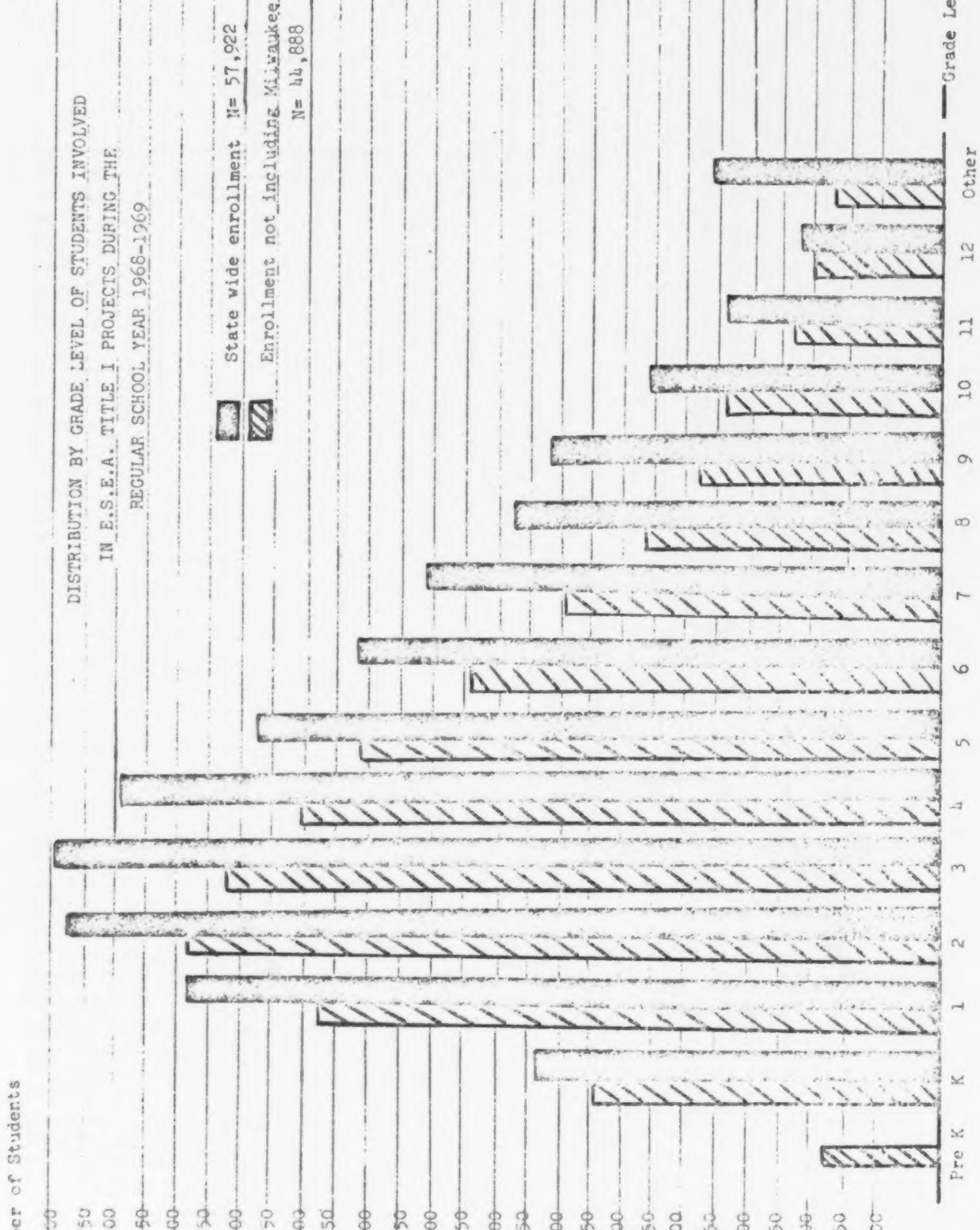
2. Number enrolled in non-public schools

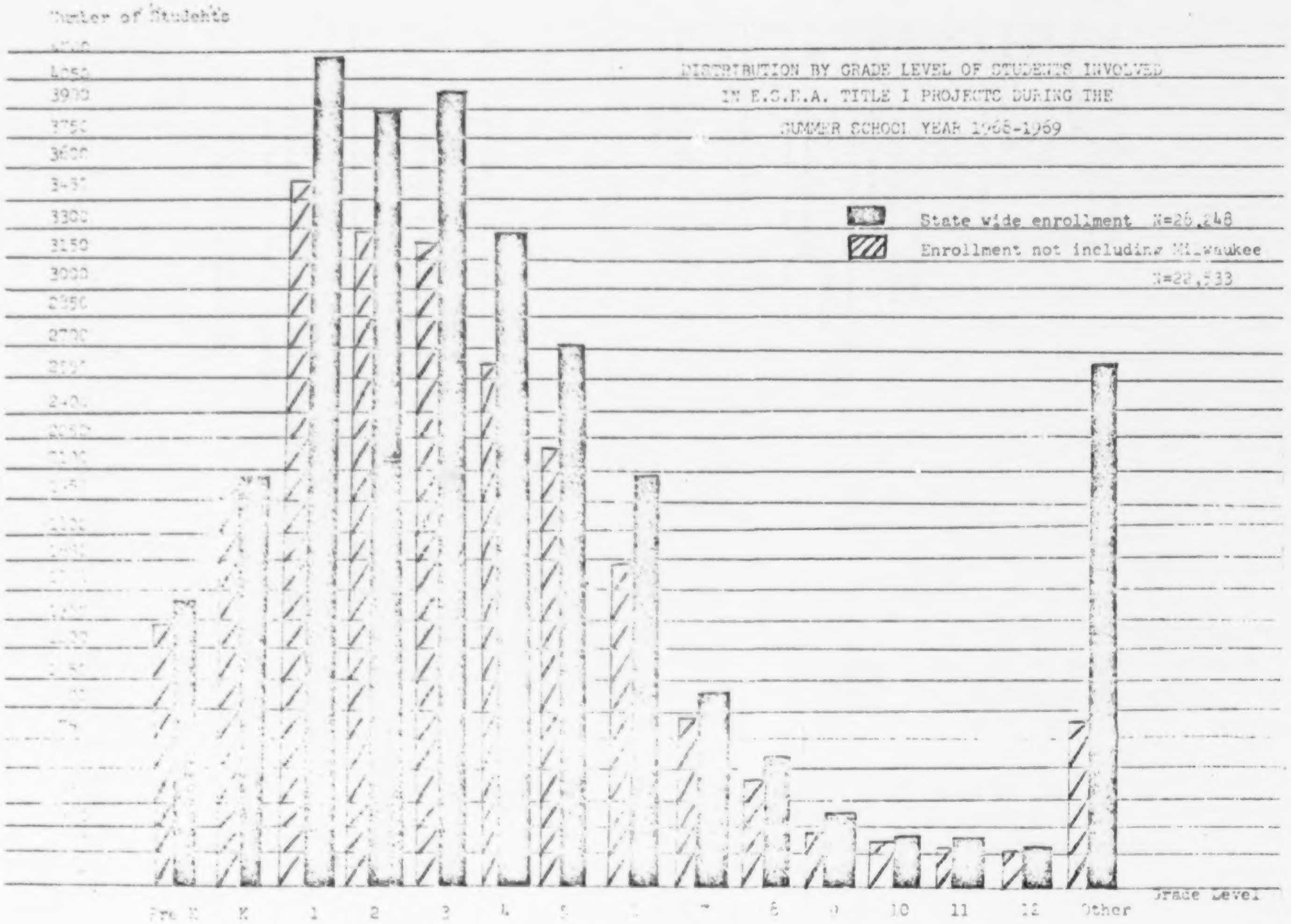
5,273

The number of non-public school children who participated in summer Title I projects can not be determined due to the fact that non-public students who attended a Title I project during a period of time in which their non-public school was not in operation, were counted as public school children.

Enrollment in ESEA Title I Projects
Regular School Year FY 69

Grade Level	PUBLIC		NON-PUBLIC		Total Without Milwaukee	Total Statewide
	Without Milwaukee	With Milwaukee	Without Milwaukee	With Milwaukee		
Pre-K	804	804	14	14	818	818
K	2,619	3,212	8	8	2,627	3,220
1	4,582	5,462	236	504	4,818	5,966
2	5,479	6,191	398	645	5,877	6,836
3	5,080	6,140	483	754	5,563	6,894
4	4,531	5,663	486	769	5,017	6,432
5	4,119	4,674	395	676	4,515	5,350
6	3,424	3,954	308	638	3,732	4,592
7	2,780	3,570	152	475	2,932	4,045
8	2,187	2,929	148	504	2,335	3,433
9	1,929	3,258	35	115	1,964	3,373
10	1,634	2,274	20	20	1,654	2,294
11	1,145	1,705	7	7	1,153	1,712
12	996	1,185	4	4	1,000	1,189
Other	860	1,628	25	140	885	1,768
TOTAL	42,169	52,649	2,719	5,273	44,888	57,922


DISTRIBUTION BY GRADE LEVEL OF STUDENTS INVOLVED IN E.S.E.A. TITLE I PROJECTS DURING THE REGULAR SCHOOL YEAR 1968-1969



DISTRIBUTION BY GRADE LEVEL OF STUDENTS INVOLVED
IN E.S.E.A. TITLE I PROJECTS DURING THE
SUMMER SCHOOL YEAR 1968-1969

Enrollment In E.S.E.A. Title I Projects FY 69

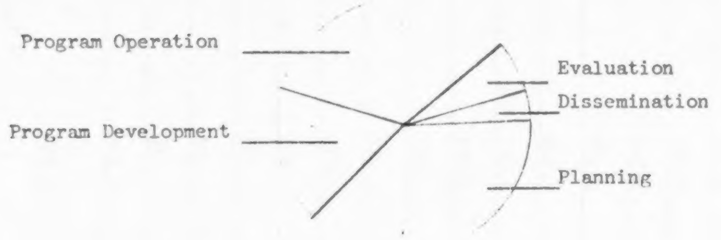
Grade Level	Total Enrollment Regular School Year (1)	Total Enrollment Summer School (2)	Number of Students In Both Programs (3)	Unduplicated Count (4) *
Pre-K	818	1,418	249	1,987
K	3,220	2,045	644	4,621
1	5,966	4,169	1,443	8,692
2	6,836	3,812	1,720	8,928
3	6,894	3,920	1,580	9,234
4	6,432	3,193	1,496	8,129
5	5,350	2,700	1,103	6,947
6	4,592	2,025	755	5,862
7	4,045	957	374	4,628
8	3,433	631	257	3,807
9	3,373	357	135	3,595
10	2,294	247	135	2,406
11	1,712	109	74	1,747
12	1,189	71	59	1,201
Other	1,768	2,594	1,888	2,474
Total	57,922	28,248	11,912	74,258

* (column 1 + column 2) - column 3

2. *"During FY 1969, indicate the number of SEA Title I staff visits to LEA's participating in Title I. By objective of visit (planning, program development, program operation, evaluation, etc.), specify the purposes of these visits and their effect on the development, operation, and evaluation of local projects. Indicate proportion of visits, by type."*

   A. The following is a tabulation of separate visits made to LEA's by the SEA Title I supervisory and administrative staff.

Purpose	Number of Visits	Per Cent
planning	51	38%
program development	25	18
program operation	47	35
evaluation	10	7
dissemination	3	2
Total	136	100%



It should be noted that in addition to the visits made to the LEA's by the Title I supervisory staff, the Title I staff also meets with LEA representatives throughout the year in the SEA Title I office. No record of the exact number of these visits is available, but the 3 supervisors have estimated that they have between 5-10 visits a week from LEA Title I personnel. They also have estimated that they receive between 5-8 phone calls from Title I personnel each day. Each supervisor is responsible for a comprehensive review of the Title I projects assigned to him. Due to the large number of projects in operation throughout the state, this responsibility has limited the amount of time spent in actual visits to LEA's. Thus monitoring of LEA programs has often been accomplished through communication by phone, letter, or meetings with LEA representatives at the state Title I office.

   B. Effect of SEA supervisory visits on the development, operation, and evaluation of local projects.

   SEA Title I supervisory visits have been made throughout the year to assist LEA's in their efforts to implement special programs under ESEA Title I. It is the opinion of the SEA Title I supervisory staff that actual visits to LEA's have been the most effective means of working with local Title I personnel. The SEA Title I supervisory staff also feels that the number of visits made to LEA's should be increased in the coming year.

3. *"Describe any changes your agency has made in the last three years in its procedures and the effect of such changes to (a) improve the quality of Title I projects, (b) insure proper participation of non-public school children, (c) modify local projects in the light of state and local evaluation."*

A. SEA efforts to improve the quality of Title I projects during 1968-69 have included the following activities:

1. **The presentation of 9 regional Title I conferences.**

Topics covered:

project application procedures
fiscal accounting
evaluation
project planning
dissemination of information
Follow Through programs
Early Childhood Education

Conference attendees:

Title I coordinators, teachers, and other professional personnel
Title I teacher aides
Title I volunteers
Parents of Title I children
Headstart personnel
State university personnel in the field of education

Total number of participants:

approximately 800

Major emphasis:

General Sessions:

1. The importance of comprehensive programming.
2. Involvement of pre-school and early childhood children in Title I programs.
3. The involvement of parents in Title I programs.
4. Utilization of state university resources for teacher training and on-going inservice programs.
5. The relationship between evaluation and program planning.

Workshops:

6. Project planning.
7. Fiscal accounting.
8. Evaluation.
9. Follow Through and Early Childhood Education.

2. Organization and administration of a 3 day workshop, at Eagle River, Wisconsin, on approaches in the use of field trips for Title I - ESEA projects.

   Activities:

   Demonstration teaching with 24 children from a local school system.
   Field trips.
   Group planning and evaluation sessions.

   Conference Participants:

   Title I personnel representing 23 local school districts. A total of 28 people attended this workshop.

3. Participation in the Stout State University Guidance Conference.

   Topics Covered:

   - Action for Cultural Conflict.
   - Education for Life in a World of Revolutionary Conflict.
   - Motivational Problems of Disadvantaged Students.
   - Cultural Impact and Cultural Relevancy.
   - Rights and Responsibilities for Students in an Age of Cultural Conflict.
   - *The Disadvantaged -- Enriched Experiences Through Guidance.

4. Cooperation with CESA #6 in the sponsorship of a 4 day mathematics workshop.

   Conference Participants:

   Teachers, teacher aides, and administrators involved in Title I programs.

   Topics Covered:

   - Teaching Fundamental Mathematical Concepts.
   - Developing Specific Behavioral Objectives for Pupils and Developing Evaluation Instruments to Determine if Objectives are Achieved.
   - Prescribing Learning Activities for Pupils.
   - Using Sensory Devices, Games and Activities During Instructional Experiences for Educationally Disadvantaged.

5. Written communication to LEA's:

   1. Monthly information notes on Title I were prepared for LEA attention. These notes were printed in the "Federal Program Bulletin" published by the State Deparmtent of Public Instruction.

---

*SEA Title I staff presentation.

    2. Additional communication was made to keep LEA's informed of relevant workshops, or University courses that would be valuable for Title I personnel.

    3. Publication and dissemination of information to all LEA's of "Three Years of Title I" - a short description of outstanding Title I projects, and of "Title I Projects 1968-69," an index of all Title I projects.

    4. Development of a Guideline for LEA use in preparing their annual evaluation report to the SEA.

6. Staff visits to LEA's to review project operation.

7. Referral of LEA personnel to State DPI personnel for assistance in program development.

8. Initiation of a preliminary project description requirement. All LEA's were required to submit a brief narrative description of their project plans for FY 70 to the SEA supervisory staff before they were eligible to receive project application forms. This requirement was initiated by the SEA in March of 1969 to eliminate some of the problems resulting from the late submission of projects, and also to provide LEA's with guidance in project planning and writing. This preliminary project description included the following information:

    a. Identification of personnel involved in project planning.
    b. Description of activities and/or services to be offered.
        1. name of activities and/or services
        2. staff
        3. kind of equipment and instructional materials to be used
        4. instructional techniques
        5. an estimate of the age or grade levels of children to be served

    Project applications were then due in the SEA office by July 15, 1969.

B. SEA efforts to insure the proper participation of non-public school children have included the following:

----Under Section III of the 1969 ESEA Title I project application LEA's were required to identify the representatives from private school agencies that were involved in analyzing needs and planning the Title I program. They were also required to describe the nature and extent of private school personnel involvement in their initial planning sessions. If the LEA failed to supply the SEA with this information, their project application was returned to them and they were requested to complete the section describing private school involvement. All LEA's complied with this request.

----The Title I supervisory staff at the SEA used the information contained in Section III of the project application to identify areas in which non-public school personnel involvement was not adequate. Through written communications and through the initiation of special meetings, the Title I supervisory and administrative staff worked with the LEA's to improve the degree of non-public personnel involvement in ESEA Title I programs.

----During the 1968-69 school year two meetings were called by the State Superintendent of Public Instruction for representatives of non-public schools throughout the state. The purpose of these meetings was to provide non-public school personnel with an opportunity to discuss common problems and to gather information on state and federal programs. Special topics discussed in these meetings were legislation, driver education, the certification of private school teachers, ESEA Title I, and ESEA Title II. The administrator of ESEA Title I in Wisconsin spoke on Title I, and was available to answer any questions concerning programs under ESEA Title I.

In attendance at these meetings were educational superintendents of each of the five Catholic dioceses in the state. representatives from the Missouri and the Wisconsin synods of the Lutheran Church, and administrative and supervisory personnel from the State Department of Public Instruction.

C. Actions taken by the SEA to modify local projects in light of state and local evaluation reports include the following:

----After studying the information gathered from LEA 1968 evaluation reports, the SEA staff felt that the LEA's would benefit from more direction from the SEA concerning material to be included in their annual evaluation reports. Thus the SEA prepared an evaluation guideline for LEA use. Through this guideline, the SEA attempted to identify information that the LEA's should consider in planning future Title I projects.

----In the 9 evaluation workshops held throughout the state, the SEA Title I staff emphasized the importance of the relationship between evaluation and project planning.

----The SEA Title I staff used information gathered from the 1968 Title I evaluations to determine what types of Title I projects were proving to be most successful. This information was shared with the LEA's at the regional meetings, and they were encouraged to consider incorporating characteristics of successful projects into their own programs.

----Information gathered from local and state evaluation reports was used by the SEA Title I staff in setting priorities for the reallocation of funds during 1969.

4. Additional Efforts to Help the Disadvantaged

" If State funds have been used to augment Title I programs, describe the number of projects, objectives of the programs, rationale for increased funding with State money, and the amount and proportion of total program funds provided by the State for the 1968-69 school year. Indicate the number of projects, number of participants, objectives of the programs, and the level of funding for the 1968-69 school year. Provide data separately for all compensatory education programs if any, supported entirely by State funds which were operated specifically for the educationally deprived."

The following represents instances in which State funds have been utilized to augment ESEA Title I programs.

1. Local school districts with special education or speech correction programs for handicapped children under ESEA Title I.

Level of State Funding:

Salaries of certified personnel	70%
Equipment	70% of 100%
Books	70% of 100%
Lunch	$.30 per lunch
Transportation	70% of funds over and above general aids

Level of ESEA Title I funding:

The remaining 30% of salaries and additional amounts for approved instructional equiptment and materials were assumed by ESEA Title I.

Rationale for State funding:

State funds were utilized in these schools to support local districts in their efforts to provide educational services for handicapped children.

Rationale for ESEA Title I funding:

ESEA Title I funds were used to assist local schools in the provision of supplementary services above and beyond those normally available to handicapped children in the local district.

Number of Projects

Type of Project	Number of LEA's
Special Activities for Handicapped	36
Special Services for Handicapped	28
Speech Therapy	81
TOTAL	145

2. The following State operated or supported institutions for handicapped children utilized ESEA Title I funds under Amendment 89-313 of that act.

Institutions operated by the Department of Public Instruction Division for Handicapped Children:

The Wisconsin School for the Deaf
The Wisconsin School for the Visually Handicapped

Institutions operated by the Department of Health and Social Services:

Central State Hospital - Waupun
Mendota State Hospital - Madison
Winnebago State Hospital - Winnebago
Children's Treatment Center - Madison
Central Wisconsin Colony and Training School - Madison
Northern Wisconsin Colony and Training School - Chippewa Falls
Southern Wisconsin Colony and Training School - Union Grove
Cooperative Day Care Centers for Mentally Retarded Children - 20 Day Care Centers

Total Number of Programs 10

Total Amount of ESEA Title I funds provided under Amendment 89-313 $552,981.00

A detailed discussion of these Title I projects may be found in "Wisconsin State Annual Evaluation Report, ESEA Title I PL 89-313, Projects for Children in Schools Supported or Operated by State Agencies FY 69".

3. The following State institutions for Neglected or Delinquent Children utilized ESEA Title I funds under Amendment 89-750 of that act.

Kettle Moraine Boy's School
Oakwood High School - Oregon
Black River Falls Boys Camp - Black River Falls
Ethan Allen High School - Wales
Child Center - Sparta

Total Number of Programs 4

Total Amount of ESEA Title I funds provided $319,814.00

A detailed discussion of these Title I projects may be found in "Wisconsin Annual Evaluation Report, ESEA Title I PL 89-750 Projects for Children in State Institution for Neglected or Delinquent Children FY 69".

4. All other instances in which State funds have been used to augment Title I projects are a result of the receipt of general state aids by local districts with Title I programs. Since these state aids were not allocated specifically to be used in compensatory education programs, no information is available concerning the amount of state aids used to augment Title I programs.

5. Programs for the Disadvantaged Funded Entirely by State Funds

With the enactment of Chapter 209, Laws of 1967 (Section 6) $5,750,000.00 was set aside to meet the needs of disadvantaged children in Milwaukee's "Inner Core", during the 1967-69 biannium.

$1,000,000.00 of this money was administered by the State Department of Local Affairs and Development upon approval of the Board on Government Operation. Programs provided with this money include the following:

Program Description	Approximate Funding
Family Day Care Center	$100,000.00
Milwaukee Housing Improvement Council	26,000.00
Northside Citizens Neighborhood Conservation Corporation	36,000.00
Inner City Art Council and Component Organization	210,696.00
Urban Potential Associates	15,000.00
Urban Day School	24,300.00
Commando Project One-Operation Rehabilitation	107,000.00
Panther's Den-Youth Motivation and Leadership Training	42,000.00
Northside Credit Union	41,080.00
Financial Counseling Service	28,920.00
Lady Pitts Family Living Service	46,000.00
Inner City Council on Alcoholism	22,000.00
United Spot. - To foster leadership, responsibility, and awareness of individual dignity among individual youth.	122,720.00
TOTAL	$821,716.00

The remaining $4,750,000.00 of this allocation was administered directly by the Board on Government Operations. To date, the following programs have been enacted.

Program Description	Approximate Funding
Training Teacher Aides	$2,700,000.00
Inservice Training for Teachers of the Disadvantaged	127,000.00
Special Recreation for the Disadvantaged	58,000.00
After School Tutorial Programs	97,000.00
Educational Services for Unwed Mothers	44,000.00
Three Interrelated Language Skill Centers	1,600,000.00
Fixed Costs	115,000.00
TOTAL	$4,741,000.00

5. *"Provide descriptions of outstanding examples of the coordination of Title I activities with those of other Federally funded programs. Identify the other programs and agencies involved."*

STATE-WIDE INFORMATION

Regular School Year

Federal Programs

When questioned concerning the degree of relationship between their E.S.E.A. Title I program and other Federally funded programs, the 308 local education agencies that operated Title I projects during the regular school year responded as follows:

Federal Program (In Rank Order)	Some Relationship	Much Relationship	No Relationship
1. Title II - ESEA	200	23	85
2. Title III - NDEA	160	10	138
3. Title V - NDEA	98	6	204
4. Headstart	66	12	230
5. Title V - ESEA	31	1	276
6. Other Federal Programs	18	6	284
7. Follow Through	16	2	290
8. Adult Basic Education	10	0	298
9. Title IV - ESEA	9	0	299
10. National Teachers Corps	0	1*	307

Community Action Programs

308 local education agencies indicated that the following degree of relationship existed between their Title I project and community action programs:

Community Program (In Rank Order)	Some Relationship	Much Relationship	No Relationship
1. U.S. Dept. of Agriculture Food Program	116	13	179
2. Welfare Administration Programs	122	6	180
3. Medical Aid to Indigent Families	90	7	211
4. Neighborhood Youth Corps	80	5	223
5. P.L. 874 Impacted Areas	23	1	284
6. Other	15	7	286
7. Job Corps	12	1	295
8. Model Cities Program	0	0	308

*Milwaukee Public Schools

It is interesting that only one school indicated a close relationship with more than three other federal programs and their regular school year Title I program. However, 62 schools indicated that some relationship existed between their Title I program and more than 3 other federal programs.

# of Other Federal Programs Related to Title I Programs	# of LEA's Responding	
	Some Relationship	Much Relationship
7	3	0
6	9	0
5	14	0
4	36	1
3	60	2
2	73	15
1	55	26
Total	250	44

Total Positive 250
+44
Response 294

LEA response concerning the relationship between their Title I programs and Community Action programs during the regular school year was as follows:

# of Community Action Programs Related to Title I Programs	# of LEA's Responding	
	Some Relationship	Much Relationship
6	3	0
5	10	0
4	26	0
3	40	2
2	49	5
1	56	20
Total	184	27

Total Positive 184
+27
211

Summer School

LEAs operating Title I projects during the summer months reported the following relationships between their Title I programs and other federal and community programs.

Federal Programs

The 212 local education agencies who operated Title I projects during the summer period indicated that the following relationship existed between their Title I project and other federally funded projects.

	Federal Program	Some Relationship	Much Relationship	No Relationship
1.	Title II ESEA	91	7	114
2.	Title III NDEA	73	3	136
3.	Headstart	36	10	166
4.	Title III ESEA	34	4	174
5.	Title V NDEA	23	3	186
6.	Title V ESEA	14	1	197
7.	Other Federal Programs	5	2	205
8.	Follow Through	4	2	206
9.	Title IV ESEA	4	0	208
10.	Adult Basic Education	2	0	210

Community Action Programs

The LEAs with summer school projects under Title I reported the following relationship to community action programs.

	Community Action Program	Some Relationship	Much Relationship	No Relationship
1.	Neighborhood Youth Corps	44	13	155
2.	Welfare Administration Programs	39	2	171
3.	Medical Aid to Indigent Families	35	2	175
4.	U.S. Dept. Agriculture Food Program	34	1	177
5.	P.L. 874 Impacted Areas	8	0	204
6.	Other C.A.A. Programs	2	1	209

# of Federal Programs Related to Title I Program	# of LEAs Responding	
	Some Relationship	Much Relationship
7	2	0
6	2	0
5	4	0
4	9	0
3	22	1
2	41	4
1	37	16
Total	117	21

Total Positive	117
	+21
Response	138

# of Federal Programs Related to Title I Program	# of LEAs Responding	
	Some Relationship	Much Relationship
6	1	0
5	1	0
4	3	0
3	19	0
2	19	3
1	35	11
Total	78	14

Total Positive 78
+14
Response 92

Examination of LEA response concerning the relationship between ESEA Title I programs and other federal or community action programs shows that Title I programs have been more frequently coordinated with other federal rather than with community action programs. It also shows that coordination between ESEA Title I and other federal or community action programs has been more frequently accomplished in the regular school year than in the summer months.

Two hundred and ninety-four (or 95%) of the LEAs with regular school year Title I projects indicated some coordination between their Title I program and other federal programs; while 138 (or 65%) of the LEAs with summer school projects reported cooperation between their Title I program and other federal programs.

Two hundred and eleven (or 68.5%) of the LEAs with regular school year projects reported cooperation between their Title I program and other community programs; while only 92 (or 43%) of the LEAs with summer school programs indicated such coordination.

LEA response also indicates that "close coordination" between Title I and other federal programs has occurred more frequently than has close coordination between Title I and community action programs. Only two LEAs reported a close relationship between their Title I project and more than two other community action programs, while 18 LEAs reported a close relationship between their Title I project and more than two other federal programs. No school reported a close relationship with more than four other federal or community action programs and their Title I program, however, several indicated that "some degree of relationship" existed between their Title I project and more than four other federal or community action programs.

Specific Examples

Specific examples of cooperation between ESEA Title I programs and other federal programs include the Title I programs at Shiocton, Shawano, Independence, and Milwaukee.

Shiocton

The following excerpt from Shiocton's evaluation report describes the coordination between their ESEA Title I and ESEA Title II programs.

> "Our Title I program was closely coordinated with our CESA #6 'Pilot Mobile Diagnostic Laboratory and Corrective Teaching Procedures for Students with Reading Problems.' Most of our disadvantaged students participated in both programs. This created great results for Title I pupils in regard to testing, psychological services, guidance and the opportunity to work with modern materials. The teachers worked well together and had the same inservice background. The disadvantaged pupils gained confidence and ability working with Title I and Title II programs. Attitudes of the students and parents toward school and the child were greatly improved."

Shawano

The Title I project at Shawano, Wisconsin was coordinated with other federal programs in the following ways.

- Title I children utilized instructional materials provided by ESEA Title II at Neopit and Keshena schools.
- Title I personnel conferred with the NDEA Title III elementary guidance coordinator, thereby gaining further information about their Title I students.
- Title I personnel attended ESEA Title III meetings, thus benefiting from current research being done in their school district.
- Headstart and Title I personnel conferred on curriculum planning for the Title I pre-school students that participated in a Headstart program immediately following the morning Title I program.
- The NDEA Title V census was used in the process of identifying students eligible to participate in the Title I pre-school program.
- The Title I staff consulted with the staff of the Neighborhood Youth Corps to better provide for the needs of the students involved in both programs.
- Title I students received lunch under the U. S. Department of Agriculture Food Program. The Title I staff cooperated with this program by identifying needy students.
- The Title I staff referred students to services provided under Medical Aid to Indigent Families and Welfare Administration Programs.
- Through participation in Follow Through planning sessions, the Title I staff gained new ideas for an Early Childhood Education Program.

Independence Cooperative

By using funds from ESEA Titles I and VI, the Independence school district was able to initiate a cooperative special education program involving five other local school districts. Each of these districts contributed part of their Title I allocation in support of this project. This pooling of resources financed the operation of one trainable room, two primary educable rooms, an intermediate educable room, and a secondary educable room. Students from the secondary room who were physically capable also participated in a work study program which was arranged by personnel from the local district, the State Bureau for Handicapped Children, and the Vocational Rehabilitation Division.

Milwaukee

Special instances of cooperation between Title I and other federal programs in Milwaukee Public schools include the following.

> ESEA Title II - The pooling of resources from ESEA Titles I and II made it possible to equip two elementary schools with special instructional materials centers. Personnel for these centers were funded by ESEA Title I. The materials and equipment were purchased with ESEA Title II funds.
>
> Headstart - The ESEA Title I special kindergarten program presently in operation in Milwaukee Public schools was developed as a follow up to the Headstart program in Milwaukee. The objective of this program is to sustain the gains made by children in the Headstart program and to insure the continuity of their learning. The implementation of these objectives has been possible only through a close communication between Headstart and Title I personnel.
>
> ESEA Title III - The objective of the ESEA Title III project in Milwaukee Public schools is to improve the education of disadvantaged students through the decentralization of educational services. Related objectives include the development of a greater amount of community and parental involvement in the educational process. Given the commonality of goals shared by the ESEA Title I projects and this ESEA Title III project, both programs have benefited from close communication throughout the year.

Overall Effort: A city-wide effort to coordinate Milwaukee's Title I projects with other federal programs was initiated through the involvement of personnel from the other federal programs on the ESEA Title I steering committee.

Year-round coordination between ESEA Title I and other federal programs in Milwaukee Public schools was provided for by the assignment of special coordinators in Title I schools. In each of the eligible elementary public schools the Title I coordinator was assigned responsibility for interpreting Title I to staff and school community, working with staff members to identify the students and their needs, and assisting with the coordination and implementation of programs.

Headstart

Due to the increasing number of pre-school and early elementary children involved in Title I projects during 1968-69[1] cooperation between Headstart and Title I was of major concern.

Such cooperation was built into the procedure for project approval under ESEA Title I through the requirement that LEA's confer with local CAA's in designing their Title I projects. Thus general directives made by the State DPI Title I personnel to LEA's included encouraging LEA's to work with Headstart directors in planning their Title I projects. LEA's were also encouraged to confer with local Headstart Parent Advisory Committees in choosing project participants and in designing program activities and services.

A second way in which cooperation between Title I and Headstart was encouraged by the State Department of Public Instruction was through the position of Headstart Director. The person acting as Headstart Director for the State of Wisconsin maintained an office within the State Department of Public Instruction and was available to act as a laison between Headstart and other federal or state programs for the disadvantaged operative throughout the state.

Specific examples of cooperation between Title I and Headstart include the previously mentioned programs at Shawano and Milwaukee, and also the programs at Fond du Lac and Lac du Flambeau.[2]

The Title I program at Fond du Lac represents a special instance of cooperation between Title I and Headstart in that children enrolled in Fond du Lac's Headstart program prior to entering kindergarten were involved in the compensatory program under ESEA Title I when they entered kindergarten. Thus the Title I program ensured continuation of special services and activities for these children.

Cooperation between Title I, Headstart, and Follow Through was accomplished at Lac du Flambeau by the conduction of monthly joint meetings with personnel from these three programs. The State Title I, Headstart, and Follow Through administrators were participants in several of these meetings.

A further instance of cooperation between Title I, Follow Through, and Headstart was the inclusion of Headstart Directors, personnel, and parents in the nine Title I regional conferences held throughout the state.[3] A large number of Headstart and Title I representatives also attended the 5 Follow Through - Early Childhood Education meetings held during the fall of 1968-69. The State Headstart Director was actively involved in these Follow-Through meetings by serving as a speaker and as a resource person.

---

1. See page 46
2. See pages 17-18
3. See page 66

6. *"Evaluate the success of Title I in bringing compensatory education to children enrolled in non-public schools. Include in your evaluation such factors as the number of projects, the quality of projects, the time of the day and/or year when projects are offered, the adaptions to meet the specific educational needs of educationally deprived children in non-public schools, changes in legal interpretations, and joint planning with non-public school officials."*

Number of Students:

During the regular school year 5,273 non-public school children were involved in 144 Title I projects.* The following chart illustrates the grade level breakdown of these children.

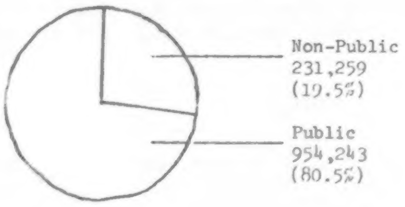
Pre-K	K	1	2	3	4	5	6	7	8	9	10	11	12	Other
14	8	504	645	754	769	676	638	475	504	115	20	7	4	140

Total 5,273

Comparison to Previous Year Enrollment:

During the 1967-68 regular school year local districts reported that 9,868 non-public school children were involved in Title I projects. Thus there was a decrease of 4,595 non-public school students enrolled in Title I projects from 1967-68 to 1968-69. This decrease in non-public school enrollment is consistent with the overall decrease in non-public school enrollment throughout the state. In the January 1969 State Department of Public Instruction "News-letter" State Superintendent of Public Instruction William C. Kahl reported public school enrollment at a record high of 954,243, while private school enrollment fell to 231,259, a decline of some 33,000 students.

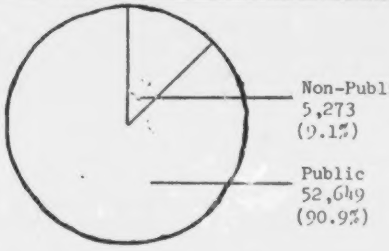
Public and Non-Public Enrollment in Wisconsin FY 69



---

*The number of non-public school children who participated in summer Title I projects cannot be determined due to the fact that non-public students who attended a Title I project during a period of time in which their non-public school was not in operation, were counted as public school children.

Public and Non-Public Enrollment in ESEA Title I Projects FY 69 Regular School Year



Time of Projects

Response to the annual evaluation questionnaire indicated that projects involving non-public school children were conducted during the following times.

Time Period	Number of Projects
During the regular school day	124
During the regular school week but after the regular school day	16
On weekends	4
Total	144

Quality of Projects

Since non-public school children were involved in the same projects that public school children were, the quality of projects involving non-public children can not be separated from the quality of Wisconsin's Title I projects in general.

Adaptions

Local district response to the following question indicates the nature and extent of special adaptions that were necessitated by the involvement of non-public school children.

> "If your Title I project involved non-public school children indicate in which of the following areas, if any, adaption was found to be necessary to meet the specific educational needs of educationally deprived children in non-public schools."

Category (In Rank Order)	Response Regular School Year	Summer School	Total
No special adaptions were found to be necessary	36	73	109
Specification & identification of student needs	55	48	103
Correlation of information systems between public & non-public school personnel	50	39	89
Class scheduling	78	9	87
Transportation	30	29	59
Academic content	21	12	33
Other	9	3	12
Legal interpretations	7	2	9

Joint Planning with Non-Public School Personnel

Under Section IIA of the Title I project application, local districts were required to identify the private school agencies that were involved in analyzing the needs and in planning the Title I program. They were also required to describe the nature and extent of this involvement.

In this way the State Title I supervisory staff was able to determine the adequacy of local districts' involvement of non-public school personnel in Title I planning sessions.

7. *How many LEA's conducted coordinated teacher-teacher aides training programs for education aides and the professional staff members they assist? What was the total number of participants in each project? Describe the general patterns of activities and provide specific examples of outstanding joint training programs.*

Regular School Year

During the regular school year, local districts reported that the following number of teachers and teacher aides received inservice training paid for by Title I funds.

SUBJECT AREAS	TEACHERS	COLLEGE CREDIT	TEACHER AIDES	TOTAL COLUMNS 1 & 3
1. Reading	439	6	111	550
2. General Elementary & Secondary Education	241	19	72	313
3. Training for Aides	74	1	162	236
4. Other	178	5	31	209
5. Guidance	145	5	35	180
6. Cultural Enrichment	118	1	53	171
7. Curriculum Materials Center	92	3	58	150
8. School Social Work	35	0	37	72
9. Physical Education-Recreation	29	1	29	59
10. Special Education for Handicapped	48	2	6	54
11. Pre-Kindergarten	32	2	19	51
12. Matematics	32	1	19	51
13. English Language Arts	16	4	35	51
14. Library Services	24	1	24	48
15. Art	15	1	30	45
16. Kindergarten	19	0	14	33
17. Social Studies/Social Science	12	0	16	28
18. Science	13	1	14	27
19. Music	5	0	18	23
20. Work-Study	19	0	2	22
21. Attendence Service	18	1	1	19
22. Business Education/Office	2	0	14	16
23. Vocational	4	0	0	4
24. Industrial Arts	2	0	0	2
25. History	0	0	0	0
TOTAL	1672	54	800	2472

Inservice training provided for summer school personnel was reported as follows:

SUBJECT AREAS	TEACHERS	COLLEGE CREDIT	TEACHER AIDES	TOTAL COLUMNS 1 & 3
Reading	432	0	154	586
General Cultural	288	0	139	427
General Elementary & Secondary Education	254	0	112	366
Training for Aides	125	0	227	352
English Language Arts	200	0	113	313
Mathematics	173	0	115	288
Curriculum Materials Center	139	0	112	251
Guidance	95	0	48	143
Kindergarten	83	0	42	125
Physical Education/Recreation	80	0	43	123
Other	104	3	10	114
Art	58	0	38	88
Pre-Kindergarten	48	0	30	78
Music	39	0	30	69
School Social Work	42	0	24	66
Attendance Service	32	0	28	60
Special Education for Handicapped	54	1	0	54
Science	32	0	17	49
Library Services	31	6	7	38
Social Studies/Social Science	14	0	11	25
Work-Study	14	0	4	18
History	2	0	2	4
Vocational	3	0	0	3
Business Education/Office	2	0	0	2
Industrial Arts	1	0	0	1
TOTAL	2345	10	1306	3651

The following significant differences exist between the inservice training provided in regular versus summer school projects.

1. A greater number of teachers and teacher-aides were trained during the summer months. The number of teachers trained in the summer exceeded the number trained during the regular school year by 673. The number of teacher aides trained during the summer exceeded the number trained during the regular school year by 506. This fact is consistent with the greater number of people employed with Title I funds during the summer months.

2. A greater emphasis was placed on inservice training in the area of cultural enrichment during the summer months.

3. A greater number of people received training for college credit during the regular school year.

When asked to indicate the approximate amount of time devoted to inservice training local districts with regular school year Title I programs responded as follows:

NUMBER OF LEA's

TYPE OF MEETING	DURATION				
	2 hours	10 hours	1 week	2 weeks	Total
General Meeting	74	105	31	5	215
Conferences and/or Workshops provided for project staff	42	120	27	7	196
Visitation to other schools by Title 1 staff	64	83	5	0	152
Special Training for new aides provided by local staff	34	48	12	8	102
Workshop for aides provided by other professionals	22	38	5	3	68
College course planned for particular project participation	11	8	8	12	39
Other	7	14	4	8	33

Response from the LEA's with summer school projects indicated that slighty less time was devoted to inservice training for Title I projects during the summer months.

NUMBER OF LEA's

TYPE OF MEETING	DURATION				
	2 hours	10 hours	1 week	2 weeks	Total
General Meeting	65	74	15	2	156
Conferences or Workshops provided for Title 1 staff	44	46	14	5	109
Special Training for new aides provided by local staff	47	33	4	2	86
Workshops for aides provided by other professionals	20	13	3	2	38
Other	6	15	3	1	25
Visitation to other schools by Title 1 staff	11	17	2	2	32
College course planned for particular project participation	2	2	0	6	10

Specific examples of Teacher-Teacher Aides training programs include the following:

CESA 11

During the summer of 1969 a four week training program was conducted at La Crosse State University for Title I teacher aides in the CESA 11 Area. The first week of this program was devoted to a general study of the philosophy of education. Practical skills needed by teacher aides were stressed in the next two weeks. In the final week of this program, teachers and teacher aides explored various ways of working together.

Similar training programs were also conducted by La Crosse State University and CESA 11 at La Farge and Black River Falls. Approximately 40 teacher aides were trained at La Farge and approximately 30 were trained at Black River Falls. Personnel conducting these training programs were furnished by La Crosse State University. CESA 11 personnel assisted in the organization of the training programs.

Crivitz-Stephenson

Two three day training programs for teachers and teacher aides were conducted at Crivitz-Stephenson and Florence during the spring of 1969. Topics covered in these programs included: human relations, teaching techniques in basic subjects, music, library, audio-visual approaches, art, professional ethics, and physical education. The first day of each of these workshops was attended by teachers only. The next two days were attended by both teachers and teacher aides. Approximately 25 teachers and 25 teacher aides attended these programs.

CESA 6 Cooperative

Inservice training of teachers and teacher aides in the CESA 6 Cooperative was accomplished through a program of three workshops for the Title I personnel from the 28 schools involved in this project.

The three workshops were devoted to a study of the philosophy and function of the project, criteria for identifying children for referral, and proceedures for carrying out prescribed activities. Approximately 30 teacher aides, 76 teachers and 26 other professionals were trained in these workshops.

Additional inservice meetings were also conducted by CESA 6 personnel at the individual schools taking part in this program. These small group inservice meetings provided a further opportunity for review of program objectives and activities.

Milwaukee

Milwaukee's special kindergarten program was staffed by six experienced kindergarten teachers each with a full-time aide. The aides selected had had experience in the Head Start Program and/or in the Special Kindergarten program. In most cases the aide has completed the Head Start Development Training Courses I, II, and III. Several completed courses in career development organized by the Social Development Commission and the Milwaukee Technical College.

In addition, a continuing inservice program and a series of conferences were instituted to develop an understanding of the total Special Kindergarten program. Through this medium there was developed an awareness of the inter-related services of all staff members and the competency of the teacher, teacher aide, parent, and staff members was greatly strengthened. The training program included orientation meetings, staff meetings, and a variety of interdisciplinary conferences during the year.

F. *"Describe the nature and extent of community and parental involvement in Title I programs in your State. Include outstanding examples of parent and community involvement in Title I projects."*

When asked to report the approximate number of parents involved in their Title I programs, school districts with regular school year and summer school programs responded as follows:

Category of Involvement	Approximate Number of Parents		
	Regular School Year*	Summer School Projects	
		Without Milwaukee	Including Milwaukee
1. Received letter from school concerning their child's progress	19,444	10,725	13,795
2. Individual conferences	18,688	7,038	30,080
3. Helped child with homework	9,872	4,162	4,662
4. Parental visits to Title I classes	8,293	4,256	4,956
5. Home visits by Title I teacher to explain Title I and/or how parents could help their children	5,974	3,961	24,984
6. Helped in evaluation of project	5,091	4,810	4,984
7. Attended group meeting on Title I	3,701	2,031	2,101
8. Parents were not involved	2,537	1,075	1,075
9. Group meeting to explain how parents could help their children	2,020	1,460	1,754
10. Assisted in planning the Title I program	1,555	1,941	1,946
11. Acted as chaperones	889	1,227	2,027
12. Other	556	359	359
13. Parents as teacher aides	492	282	335
14. Reading mothers	393	89	89

* Not including Milwaukee. Here response indicated that parents were involved in all categories, but actual frequency was not available due to the expansiveness of the Milwaukee Public School Title I program.

Although this represents a rough estimate rather than the exact number of parents involved in Title I projects, it does indicate the general direction that parent involvement has taken. Response to the first two categories shows that most parents have been involved in Title I programs through standard means of communication concerning their child's progress. However response to categories 4, 5, and 6 shows that Title I teachers have attempted to actively involve parents in the education of their children. Parents have visited Title I classes, participated in project planning and evaluation sessions, and have helped the actual operation of Title I projects by acting as chaperones, teacher aides, library assistants, and reading mothers.

Specific Examples of Parent Involvement

Information gathered from local evaluation reports shows that parents have been involved in Title I projects . . .

By Acting as Volunteers

Seventeen volunteer mothers at Burlington, Wisconsin worked on a one-to-one basis with 34 first grade children diagnosed as having perceptual difficulties related to reading readiness. After the Title I reading specialist administered tests and diagnosed the specific deficiencies of each child who lacked pre-reading skills, she drew up individual lesson plans. On the basis of these plans, the volunteer mothers directed the children in the performance of exercises designed to correct their perceptual difficulties.

Through the Efforts of Special Personnel

To develop understanding of the special problems of its Spanish-speaking disadvantaged students, the Title I project at Waukesha employed a Spanish-speaking home-school liaison worker. Throughout the year, this coordinator contacted more than 100 students and 30 parents in his efforts to alleviate the problems related to dropouts, truancy and poor academic or social adjustment. A large part of his time was devoted to speaking at meetings with school and community representatives on the topic of sensitivity to the needs of the Spanish-speaking community. Home-school communication was aided by the preparation of a Spanish translation of the kindergarten handbook.

Through Parent Education

Recognizing the close correlation between inadequate home conditions and poor social-emotional adjustment, the Title I staff at Lake Geneva started a parent education group for the mothers of children with emotional or behavioral problems.

All mothers participating in this group were selected because one of their children was attending group counseling. Activities of the group included group study and discussion of child-rearing practices.

Since the parent education group leader was also responsible for directing the children's counseling sessions, she was able to reinforce the parent's actions and observe any changes in the children's behavior.

Through the Receipt of Special Materials

Lena--

To help disadvantaged families prepare their children for school the Title I teacher at Lena visted the homes of Title I students with preschool brothers and sisters. She brought a supplemental preschool materials packet and discussed the use of these materials with the parents.

Wautoma--

In the Wautoma school district, parents were involved in the Title I project by receiving a special handbook of ideas to use in preparing their children for school. The preparation of this booklet was accomplished through the efforts of parents, teachers, and other school personnel.

New Holstein--

Parental participation in their child's education was encouraged at New Holstein Public Schools through the Title I library kits program. In this program, the Title I van called at the homes of disadvantaged students every other week, leaving materials which were requested by the parents or suggested by the teachers. The materials left previously were picked up and returned to the school instructional materials center. Records kept on this program show that over 2,000 instructional materials and approximately 200 instructional machines were circulated throughout the year.

By Acting on Parent Advisory Groups

To gather parental opinion concerning student needs and project planning, the Title I project at Tomah invited several parents to serve on the Title I advisory committee. The committee considered such questions as:

1. Characteristics of the children that should be included in Title I projects.
2. Determination of the greatest educational needs of children in the district.
3. Strengths and weaknesses of the present Title I project.
4. Ideas that should be incorporated into future projects.

By Voicing Their Opinions

Parents of children in Milwaukee Title I schools were given an opportunity to express their opinions concerning their children's needs through participation in the mail survey of Parents Perceptions of Student Needs that was conducted by the Milwaukee Department of Educational Research and Program Assessment. In a random sample of ESEA - Title I elementary and secondary schools, parents were asked to select the three greatest needs for a specific child from a list of nineteen educational, psychological, and emotional needs. The results of this survey were then analyzed and used by the planning committee in designing the 1969-70 ESEA Title I project.

Community Involvement In Title I Projects

The number of volunteers working in Title I projects throughout the year demonstrates community involvement in Title I. During the regular school year, 441 people worked in Title I projects on a volunteer basis. This represents approximately 15% of the total number of people working in Title I projects during this time. During the summer 237 (or 6.7% of all Title I personnel) people worked in Title I programs on a volunteer basis.

Number of ESEA Title I Volunteers

	Full Time	Part Time	Total	% of Total Number of Title I Employees
Summer	85	152	237	6.7%
Regular	11	430	441	14.8%
Total	96	582	678	10.4%

Local district's financial support of Title I projects also indicates community commitment to Title I programs. When asked to indicate the approximate amount of district funds being used to expand services in ESEA Title I programs local districts operating regular school responded as follows:

% of Title I Allocation District Funding Represents *	Number of LEA's Responding	
	Regular School Year	Summer School
0%	44	62
0-10	89	45
10-25	71	16
25-50	27	22
50-75	14	7
75-100	9	0
Greater than 100%	8	0
No Response	46	60
Total	308	212

* $\frac{\text{District Funding}}{\text{Title I Allocation}} = \%$

In addition to supplying Title I programs with volunteer workers and additional funding, local communities have also been involved in the planning of Title I projects.

The initiation of Title I advisory committees including representatives from various community organizations is illustrated by the Title I program in Madison Public schools. This school district used various resources within the community to identify the needs of disadvantaged children. To analyze the needs of local disadvantaged students, the Title I planning committee used a questionnaire to gather information from teachers and administrators of target schools, teachers in private schools in the attendance area, representatives of various community welfare agencies, members of the police department, juvenile courts, and probation departments.

Actual planning of this Title I program included parents, representatives of welfare agencies, representatives of government agencies, and representatives of the local community Coordinating Council.

To ensure continued cooperation between this Title I program and other community efforts to help the disadvantaged, administrators, teachers, and social workers in Title I target schools meet monthly with the South Side Coordinating Council. This council includes representatives from the following local agencies:

Community Welfare Council
Lutheran Day Care Center
Youth Opportunity Center
United Migrant Workers
Equal Opportunities Commission
Neighborhood Youth Corps
Child Development Center
Dane County Probation Department
Madison Redevelopment Authority
Madison Police Department
Neighborhood Residents
Representatives from local area churches.

Another avenue of community involvement has been the use of community resources to obtain services for students involved in Title I programs. The Title I program at Steven's Point worked closely with three local Lions Clubs to obtain glasses and other health services for Title I students. Additional assistance was provided for Title I students through cooperation between the Title I program and the County Medical and Dental Society, the local CESA Agency, and the Community Action Agency.

Local businesses have also been directly involved in Title I programs. An example of such involvement is the Title I work experience program at Oshkosh. Here a number of local businesses employed Title I students identified as potential high school dropouts. About 80 different job stations have been involved since this program began in 1966.

In addition to employing Title I students, businessmen in Oshkosh worked closely with the Title I counselor in assessing job performance and student's attitudes toward work.

Through this program, students have been trained in auto mechancis, and auto body work, welding, graphic arts, restaurant work, retail sales, and clerking.

4 C. *"What evidence, if any, have you found in your State that the effectiveness of Title I projects is related to cost?"*

To date, the ESEA Title I office is not aware of any reliable study that has demonstrated the existence of a positive relation between the cost and effectiveness of Title I projects in Wisconsin.

Local education agencies representatives were asked to comment on this question in their annual Title I evaluation reports. A summary of responses received from the evaluations of summer school programs showed that opinion is largely devided on the question of whether or not there is a direct relationship between the cost and effectiveness of compensatory programs for the disadvantaged.

"The effectiveness of ESEA Title I projects is directly related to cost."

LEA's Response

Category	Summer
Yes	121
No	65
No Comment	26
TOTAL	212

5. *"What effect, if any, has the Title I program had on the administrative structure and educational practices of your State Education Agency, Local Education Agencies, and non-public schools?"*

A. *Effect of ESEA - Title I on the State Education Agency:*

Significant changes which have occurred in the Wisconsin Department of Public Instruction as a result of ESEA - Title I include the following:

1. State Department consultants and other specialists have been involved in the planning, operation and evaluation of Title I programs.
2. Other federal program administrators within the State Department have worked with SEA Title I personnel throughout the year.

Due to an involvement in the administration of several federal programs, the following revisions in procedure were made in the SEA during 1968-69.

1. A central fiscal accounting office was established to process routine federal fiscal matters with a continued close working relationship with the SEA Title I administrator.
2. The data processing division of the State Education Agency was used to a greater extent.
3. An increased emphasis was placed on the importance of accountability in educational program operation.

B. *Effect of Title I on the administrative structure and educational practices of local education agencies:*

Through ESEA Title I, local education agencies in Wisconsin have been able to provide disadvantaged children with the following instructional and service activities:

ESEA Title I Project Phases* FY 69

Rank Order	Project Phase	Number of LEA's
1	English Reading	310
2	Transportation	152
3	Cultural Enrichment	130
4	Guidance Counseling	121
5	Mathematics	108
6	Health-Medical	105
7	Food	97
8	Psychological Services	92
9	English-Other Language Arts	86
10	Speech Therapy	80
11	Other Services	75
12	Library Services	69
13	Physical Education-Recreation	67
14	Health-Dental	63
15	Social Work	61
16	English Speech	60
17	Natural Science	47
18	Art	46
19	Social Science	40
20	Music	40
21	Other	38
22	Pre-Kindergaretn and Kindergarten	36
23	Special Activities-Handicapped	36
24	Special Services-Handicapped	27
25	Attendance	24
26	Industrial Arts	17
27	Other Vocational Education	13
28	Home Economics	12
29	Business Education	10
30	Clothing	10
31	English As A 2nd Language	3
32	Foreign Language	1

*A project phase is an instructional or service activity offered in a Title I project. Each Title I project may have one or several phases.

Local education agencies have also been able to employ the following types of personnel to carry out these activities:

Position (In Rank Order)		Regular School Year Full Time	Part Time	Total	Summer School Full Time	Part Time	Total
1	Teacher Aides	269	255	524	475	144	619
2	Teacher Grades 1-6 Mixed	306	166	472	406	124	530
3	Clerical Workers	86	160	246	81	102	183
4	Administrative Employees	23	202	225	101	92	193
5	Teacher Grades 8-9 Mixed	150	73	223	45	22	67
6	Guidance Personnel	72	129	201	74	37	111
7	High School Teachers	36	89	125	34	4	38
8	Speech Therapists	27	68	95	40	12	52
9	School Psychologists	25	63	88	27	25	52
10	School Nurses	21	61	82	11	18	29
11	Second Grade Teachers	27	54	81	119	30	149
12	School Social Workers	37	35	72	35	20	55
13	First Grade Teachers	30	37	67	148	34	182
14	Third Grade Teachers	25	42	67	108	26	134
15	Fourth Grade Teachers	19	30	49	76	23	99
16	Custodial Workers	1	46	47	23	75	98
17	Physical Education	2	44	46	53	19	72
18	Fifth Grade Teachers	13	25	38	70	22	92
19	Kindergarten Teachers	11	25	36	120	22	142
20	Music Teachers	3	29	32	20	11	31
21	Sixth Grade Teachers	9	22	31	48	10	58
22	Seventh Grade Teachers	12	18	30	25	2	27
23	Eighth Grade Teachers	12	15	27	17	4	21
24	Pre-Kindergarten Teachers	4	19	23	63	8	71
25	School Psychometrist	1	20	21	3	5	8
26	Art Teacher	1	16	17	36	8	44
27	Dentist	0	11	11	0	9	9
28	Librarians	0	0	0	6	0	6
29	Teacher-English as a second language	0	0	0	4	0	4
30	Special Education Teachers	0	0	0	12	0	12
31	Special Reading Clinicians	0	0	0	6	0	6
32	Other	0	0	0	19	0	19
33	Recreation Leaders-Special Education	0	0	0	26	0	26
34	Researcher	0	0	0	1	0	1
35	Supervision	0	0	0	9	0	9
	TOTAL			2,974			3,495

Thus ESEA Title I has lead to considerable expansion of the curriculum and staff available in local educational agencies.

Curriculum. Through the addition of special programs in English reading, cultural enrichment, mathematics, physical education, English speech, social science, natural science, vocational education, home economics, music, art, motor-perceptual training, and English as a second language, Title I schools have been able to provide disadvantaged students with instructional programs beyond those normally available in the regular school program.

Other Services. Local districts have also been able to expand the social, health, and psychological services available in their regular school programs. In several schools, ESEA Title I funds have made it possible for students to receive cultural enrichment, guidance, health, and psychological services that were not previously available in the regular school program. Thus ESEA Title I has not merely lead to an increase in services and programs previously available, it has also lead to the initiation of new programs.

Staffing. Significant changes have occurred in the staffing patterns of local districts due to their participation in Title I. Through the addition of teacher aides, local districts have found it possible to free their teachers from supervisory and clerical duties, thus enabling them to spend more time working with children on an individual basis. Local districts have also been able to employ a large number of teachers to work in ungraded classes. Especially popular combinations have been grades 1-6 mixed, and grades 8-9 mixed. This type of staffing has made it possible to provide instruction at individual levels of achievement and ability. Equally important, local districts have been able to place greater emphasis on the social, health, and psychological needs of their students through the addition of special pupil services and health personnel.

Parent Involvement. When assessing the educational policy and administrative changes fostered by local districts participating in Title I, the increased emphasis being placed on parent involvement should be considered. Local districts have involved parents in the planning, operation, and evaluation of Title I projects. For many schools, this type of working relationship with parents represents a modification of previous educational policy.

Inservice Training. Another area of expansion at the local level due to ESEA Title I has been staff inservice training. A discussion of the nature and extent of inservice training provided through Title I may be found on pages 23-27 of this report.

Cooperative Projects. Title I has also been instrumental in fostering cooperation among local districts throughout the state. Within 1968-69, 15 Title I cooperative projects were in operation. A major feature of these programs has been a sharing of specialized services. By pooling their Title I allocations, the schools in these cooperative projects have been able to provide disadvantaged students with comprehensive services that they would have been unable to obtain within their individual resources.

Cooperative Title I Projects in Wisconsin FY 69

Name of Project	Number of Schools Participating
Independence	6
Walworth	6
Tigerton	2
Lake Geneva	6
Glenwood City	2
Merton-Lisbon	4
CESA #8	6
Wilmot Union H.S.	6
CESA #3	10
CESA #6	24
Rochester	5
Eagle River	5
Darien Jt. #7	2
Raymond	2
Salem-Bristol Jt. #2	2
Total: 15	88

Summer Programs

Several schools have used Title I funds to initiate or expand summer programs for disadvantaged children. For many children enrolled in non-public schools these programs represent their first experience with an educational program during the summer months. Also significant is the fact that use of funds for special summer school programs has made it possible for LEA's to involve Title I students in compensatory programs all year long. According to LEA evaluation reports, the following number of students were involved in Title I programs during the regular school year and also during the summer.

Pre-K	249
K	644
1	1443
2	1720
3	1580
4	1496
5	1103
6	755
7	374
8	257
9	135
10	135
11	74
12	59
Other	1888
Total	11,912

In an attempt to gain information about the general direction of Title I summer school program activities, the SEA asked LEA's to respond to the following question.

"Which of the following best describes your ESEA Title I summer school project? Check only one response here."

62 A. Since our ESEA Title I summer school project represents an extension of the regular school year program, it has provided disadvantaged children with an opportunity to gain academic skills that they failed to gain during the regular school year.

119 B. Our ESEA Title I summer school project has provided disadvantaged children with an opportunity to gain new experiences that they would not normally obtain during the regular school year.

22 C. By working with disadvantaged children in the summer months, it has been possible to identify new teaching techniques for working with disadvantaged children that may be implemented in the coming year.

Note: If you checked "C" briefly describe the new techniques so identified.

9 D. None of these statements apply to our summer school project.

Note: If you checked "D" explain briefly.

TOTAL 212

Thus a large number of local education agencies developed summer Title I programs which offered services and activities not available in the regular curriculum.

A significant number of local agencies also indicated that they used Title I funds to identify new ways of working with disadvantaged children.

Early Elementary Programs

Local districts also reported that Title I enabled them to iniate special programs for pre-school, kindergarten, and early elementary age children. The impact Title I has had on early childhood education is reflected in the fact that 23,734 children, or 40% of the Title I students in regular school year programs, were in pre-school through grade three. Summer school programs also involved a large number of early elementary school children. 13,364 children, representing 47% of the total Title I summer enrollment, were in pre-school through grade three.

5C. "*Effect of ESEA Title I on the administrative structure and educational practices of non-public schools.*"

Although it is difficult to measure the amount of influence ESEA Title I has had upon the educational practices and administrative structure of non-public schools, certain observations were made:

The involvement of non-public school children in Title I programs has acted as a stimulus to increased communication and cooperation between public and non-public school personnel. This is seen in the numerous meetings public and non-public school personnel have attended to plan, implement, and evaluate Title I programs.

Local education agencies evaluation reports indicate that the involvement of non-public school children in Title I has initiated policy revisions in the areas of class scheduling, transportation, correlations of information systems between public and non-public schools, and procedures for the identification of student needs.[1]

Title I has also led to increased participation of non-public school children in special programs during the summer months.

A final area in which the influence of ESEA Title I on non-public schools may be seen is that of inservice training. Title I inservice training sessions, involving non-public school personnel have provided an additional opportunity for the development of a working relationship between public and non-public school personnel.

---

1. See page 21

4B *"What are the common characteristics of Title I Projects in your State that are most effective in improving educational achievement?"*

In response to this question it should be noted that increasing educational achievement is only one of the goals of Title I programs throughout the State. Other goals of major importance include:

1. Meeting the social, psychological, and emotional needs of disadvantaged students.
2. Providing disadvantaged students with cultural enrichment experiences.
3. Providing disadvantaged children with experiences conducive to the enhancement of aspiration level.
4. Helping disadvantaged children develop a positive attitude toward education.
5. Identifying and treating disadvantaged student's health needs.
6. Helping the parents of disadvantaged children acquire skills and knowledge needed to assist their children.

Project characteristics which have frequently been associated with the improvement of educational achievement are:

1. The provision of individual attention.
2. A preventative approach: the provision of activities and services for pre-school and early elementary school children.
3. Active parent involvement in project activites.
4. Use of specialized personnel for diagnosis of learning difficulties and for prescription of program activities and services.
5. The provision of comprehensive services in addition to training in skill areas.
6. The use of special materials and or activities to foster motivation and interest.

The association between these characteristics and improved academic achievement is illustrated in the following description of 4 programs operative during 1968.

Burlington

Goal:	To improve the academic performance of disadvantaged school grade children.
Treatment:	Reading specialists conducted special reading classes for small groups of children.
Techniques Used:	a) Case description on referral and conference with regular classroom teacher. b) Psychological tests administered as appropriate, and results analyzed. c) Conferences with parents.

d) Differential diagnosis of reading performance.
e) Individual or small group instruction.
f) Eclectic approach to actual teaching considering:
  1. Visual perception deficits.
  2. Auditory-vocal handicaps.
  3. Visual and auditory memory.
  4. Variance of intellectual ability.
  5. Adaption to emotional aberrations.

Results: 63 second graders were enrolled in this program. All of them began reading at a pre-primer level or lower. At the end of May, 12 were able to score 2.5 or above on the Gray Oral Reading Paragraphs.

Oshkosh

Goal: To retain potential high school dropouts in school.

Treatment: A special work-study program with extended guidance services.

Techniques Used:
a) Conferences with the parents of program participants.
b) Individual counseling through the services of the work experience coordinator.
c) Actual work experience in local businesses coincident a continuation of regular academic studies.
d) Vocational training in various areas including auto-mechanics, welding, graphic arts, restaurant work, retail sales, and clerking.

Results: 26 students identified as potential dropouts received their high school diplomas.

Marinette

Goal: To help disadvantaged kindergarten children meet success in school.

Treatment: Provision of special ~~transitional~~ class for kindergarten children identified as having difficulty meeting the demands of the regular school curriculum.

Techniques Used:
a) Children attend the special class for periods of time depending upon their individual progress.
b) Individual instruction provided in motor perceptual development and other readiness activities.
c) Parents serve as voluntary teacher aides, supervising the children in their activities.
d) Provision of a specially trained teacher to diagnose weaknesses and to perscribe appropriate activities and/or services.

Results: Of the 32 children originally enrolled in this project during the summer of 1968, 20 have been sent on to the regular first grade class. The teacher has estimated that 9 of the remaining 12 will be ready to enter the first grade at the end of the year. She also reports that the children's attention span, which was originally limited to 10 minutes, has expanded to the point where she need only provide one free period per day.

Racine

Goal: To improve the academic performance of disadvantaged children in basis reading and arithmetic.

Treatment: Provision of a special study center program.

Techniques Used:
a) Field trips provided to enhance interest.
b) Individual attention provided by teacher and teacher aides.
c) Special assistance in the development of study skills.
d) Establishment of diagnostic techniques, remedial and developmental procedures for each pupil.
e) Continuous evaluation of each child's progress.
f) Provision of pre-service and inservice training for teachers and teacher aides.

Results: Students for whom pre and post test scores were available showed the following gains in achievement:

Gates Oral Reading Test

Grade	Average Stay in Study Center Months	Average Gain Months
3	4.3	6.5
4	5.0	7.2
5	4.2	11.0
6	4.7	12.0
All Grades	4.6	8.5

Word Recognition Test

Grade	Average Stay in Study Center Months	Average Gain Months
3	4.0	7.3
4	5.0	6.5
5	5.3	6.5
6	4.5	7.5
All Grades	4.7	6.9

O. "Overall Impact of Title I as Reported by LEAs"

To obtain information on the impact of ESEA Title I programs, local Title I evaluators were asked to rate the overall effectiveness of Title I programs in several areas. Following is a tabulation of their response.

	NONE		LITTLE		SOME		GREAT		TOTAL OF "SOME" & "GREAT" COLUMNS	TOTAL OF "GREAT" COLUMNS
	r	s	r	s	r	s	r	s		
a. Improvement, for project children										
1. in educational achievement	0	1	6	11	123	145	107	46	491	153
2. of educational opportunities	1	0	9	3	148	102	144	87	481	231
3. of educational experience	0	0	4	1	165	37	132	58	392	190
4. other (specify)______	1	3	0	0	26	11	35	29	101	64
Total	2	4	19	15	532	295	418	220		
b. Improvement, for teachers										
1. in methods used with disadvantaged children	1	0	17	11	161	96	106	93	456	199
2. in attitude	1	1	14	9	183	113	108	72	476	180
3. in behavior with disadvantaged children	1	0	15	13	184	113	100	70	467	170
4. other (specify)______	1	2	1	0	13	5	19	6	43	25
Total	4	3	47	33	541	327	333	241		
c. Improvement for members of the community, in attitude										
1. toward educational experiences	7	1	59	29	190	113	48	50	401	98
2. toward educational achievement	6	2	57	34	185	119	56	34	394	90
3. toward educational opportunities	7	1	59	31	183	112	49	45	389	94
4. toward disadvantaged children	6	3	52	44	184	100	52	43	379	95
5. other (specify)______	2	2	3	0	12	4	13	5	34	18
Total	28	9	230	138	754	448	218	177		

Examination of this response shows that most LEAs reported that Title I had had "some" or a "great" impact, few indicated that Title I had had "none" or "little" impact.

Areas where Title I was perceived as having the greatest impact were; 1) improvement for project children in educational opportunities, 2) improvement for teachers in methods used with disadvantaged children, 3) improvement for project children in educational experience and 4) improvement in teacher's attitudes.

4. Effect Upon Educational Achievement

> *"What effect, if any, has Title I had upon the educational achievement of educationally deprived children including those children enrolled in non-public schools in your State? On the basis of objective State-wide evidence not testimonials or examples but hard data--describe the impact on reading achievement levels of educationally deprived pupils, including non-public schools pupils. With standardized achievement test results, compare the achievement of participants in Title I projects to that of all pupils of the same grade level in the State using current national and state-wide norms and specifying the norms used. All evidence should be based on the educational performance of a significant number of Title I participants in your State. Indicate the number of participants for which data are presented."*

There is no state-wide testing program in Wisconsin, thus information on the achievement of Title I students can only be obtained by examining data gathered from several different standardized tests. This report will present a summary of Title I students' achievement as measured by their performance on the following standardized tests:

Gates McGinitie Reading Test
Stanford Reading Achievement Test
Iowa Test of Basic Skills
Metropolitan Achievement Test
California Reading Achievement Test
Lyons and Carnalan Silent Reading Test
New Developmental Reading Test
Gray Oral Reading Test

During the regular school year, 286 local education agencies operated Title I programs which incorporated activities or services designed to increase students' reading achievement. This report presents information on 56 of these programs. Test scores from 4,460 students are summarized within the report. Scores from non-public school children are included in this report, but are not treated separately since public and non-public children participated in the same programs.

For each of the standardized tests included in this report, the following information is provided:

1. The average gain of all students for each program that the LEAs reported on.

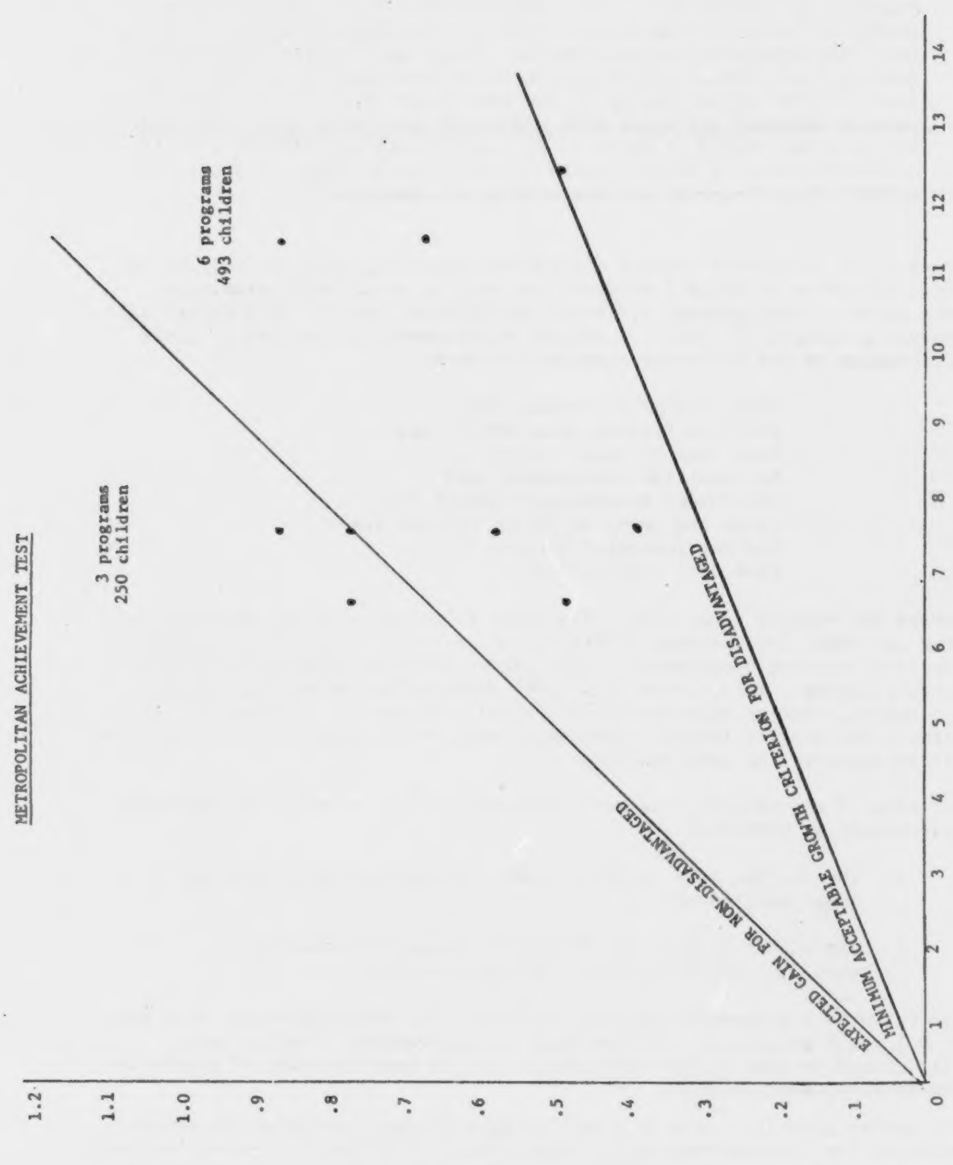
2. The number of programs for which student achievement was equal to, or greater than the expected gain.

Two criteria for expected gain are offered. The first criterion is a gain of 0.1 grade equivalent for each month of instruction. Such a gain, illustrated by Line A, has been used to set an expected rate of growth for non-disadvantaged students.

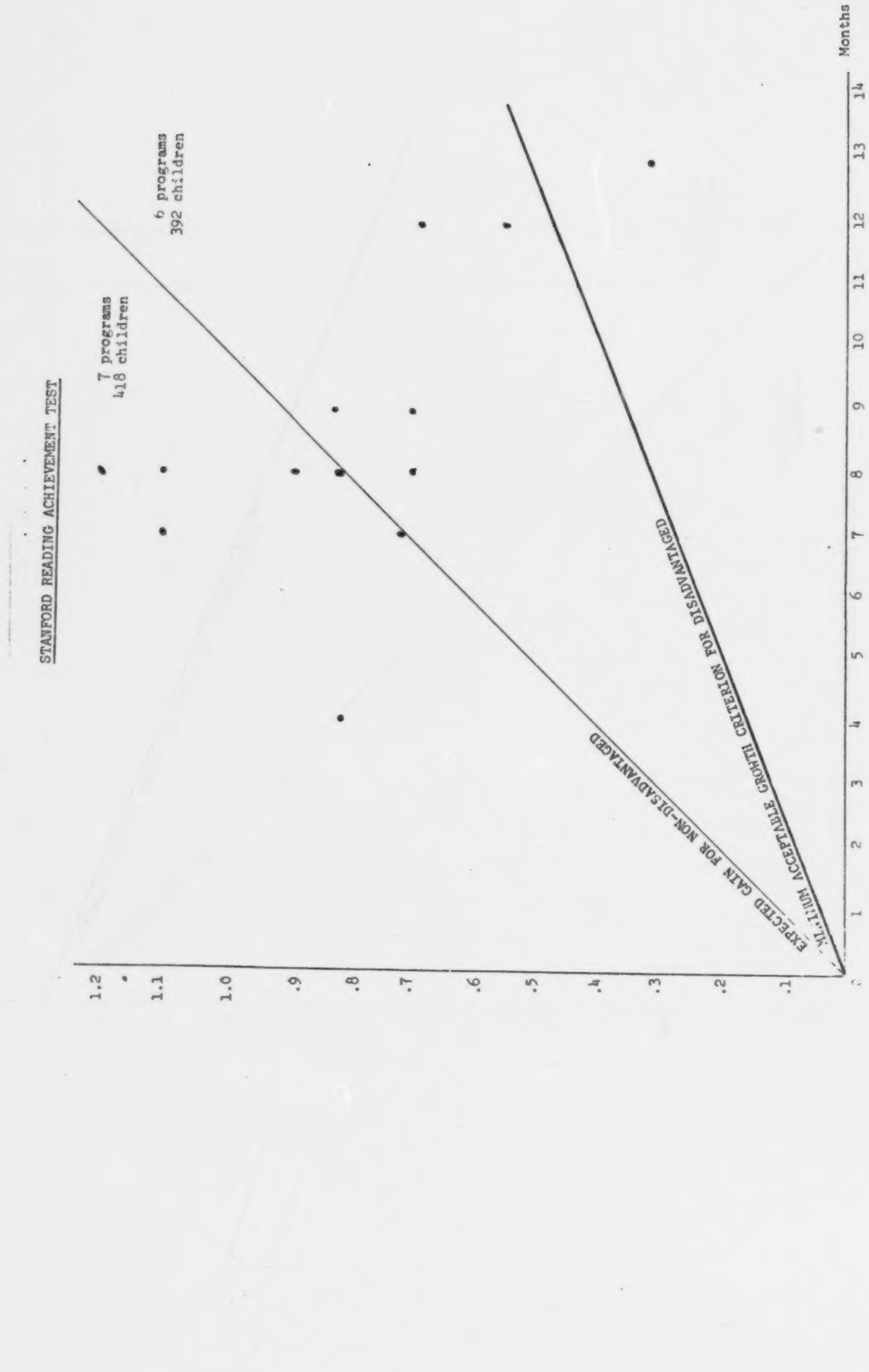
The second criterion used is a rate of growth equal to 40% of the growth expected for non-disadvantaged. Such gain, illustrated by Line B, has been used to set a minimum acceptable criterion growth line for disadvantaged students.

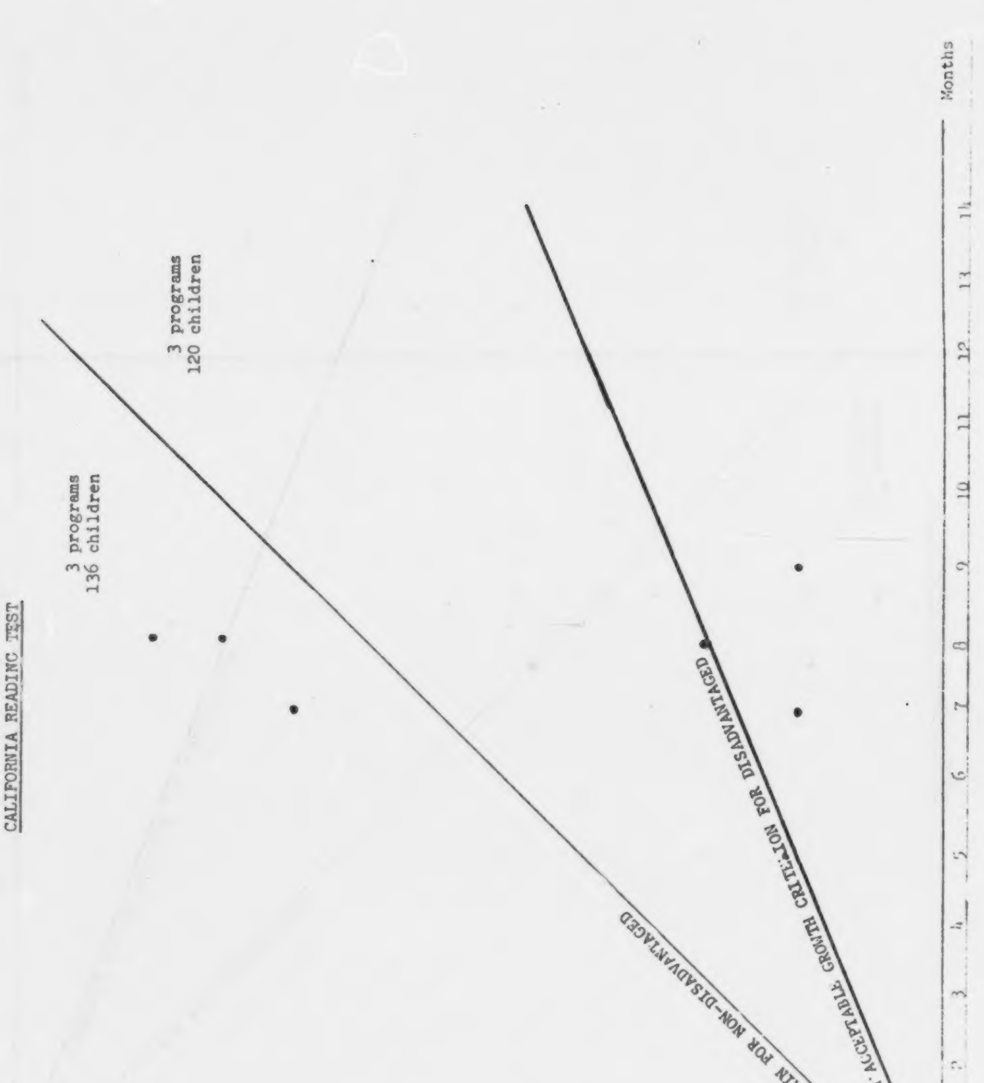
Since there are no state-wide norms available in Wisconsin, these two criteria for expected gain have been used to organize the information gathered from the use of standardized tests.

The following graphs summarize the information on reading achievement reported by LEAs during the 1968-69 school year.

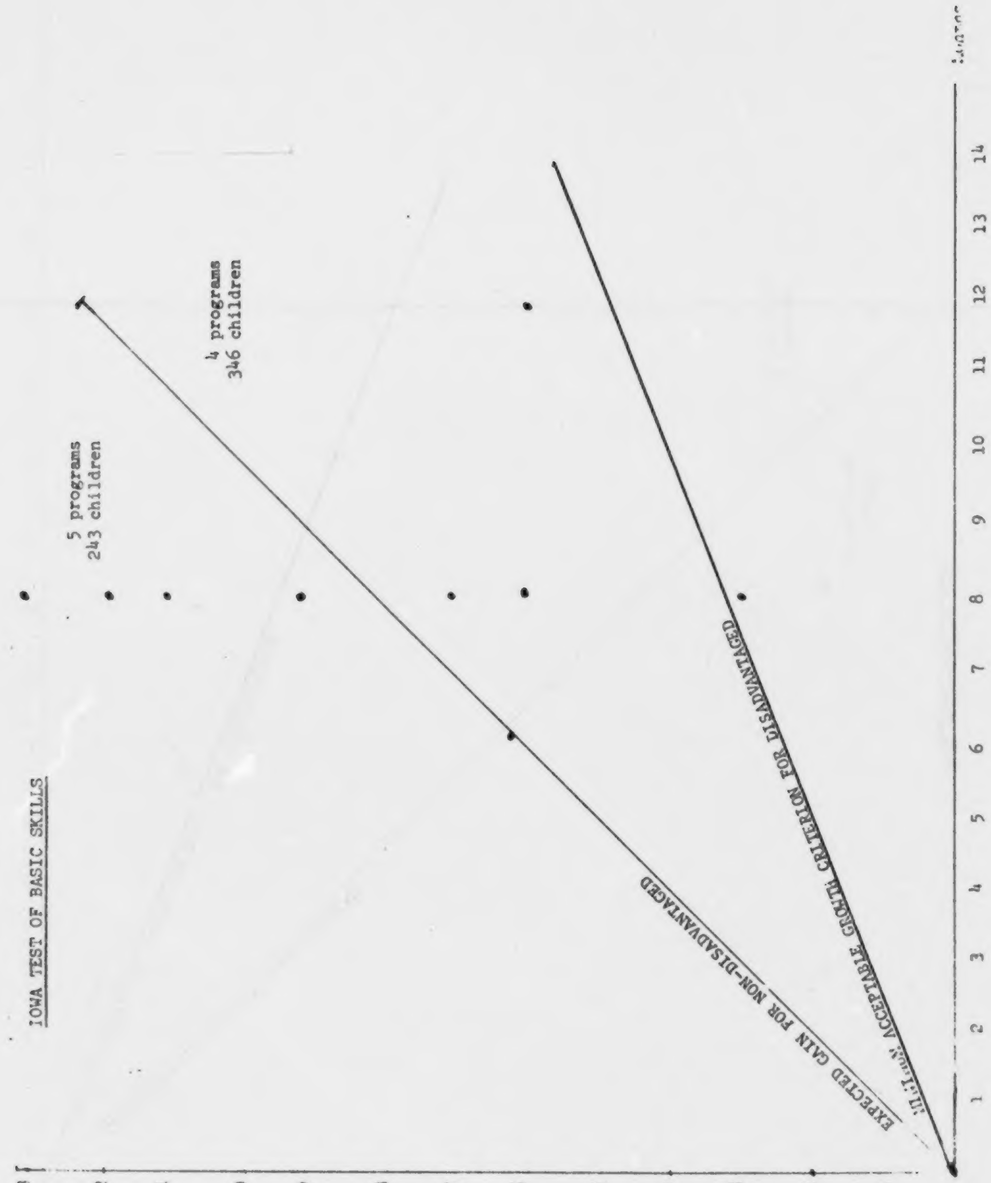


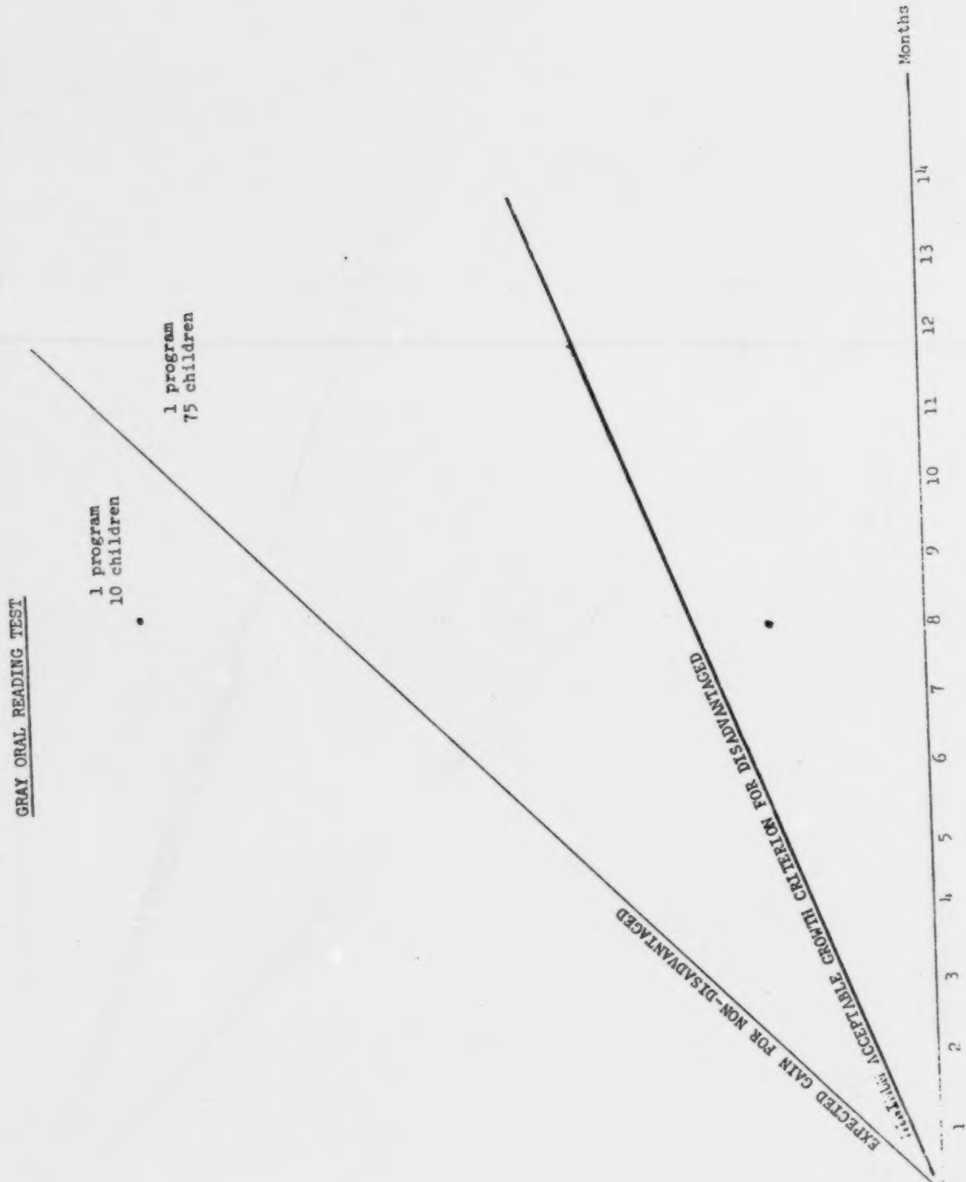
METROPOLITAN ACHIEVEMENT TEST


STANFORD READING ACHIEVEMENT TEST

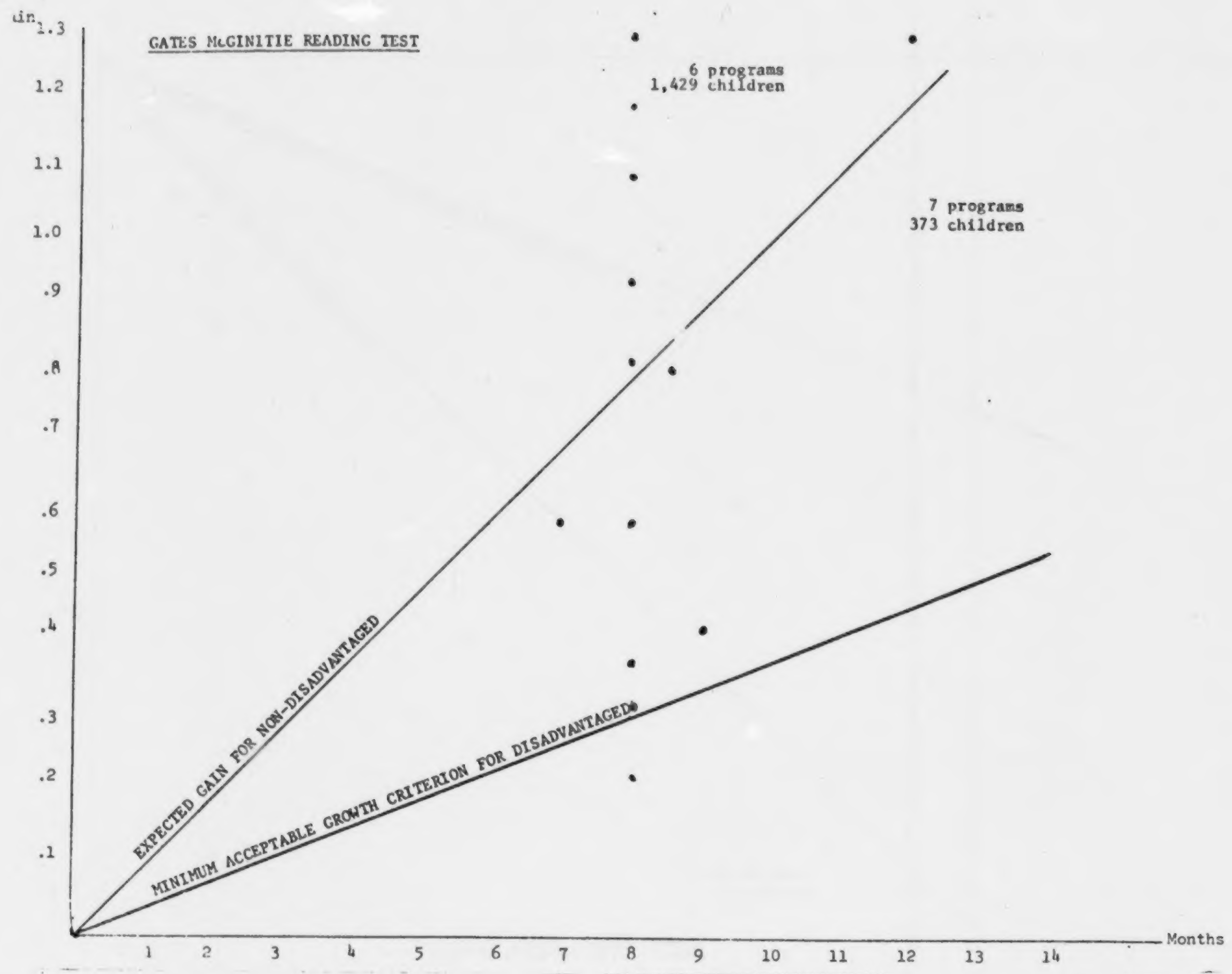


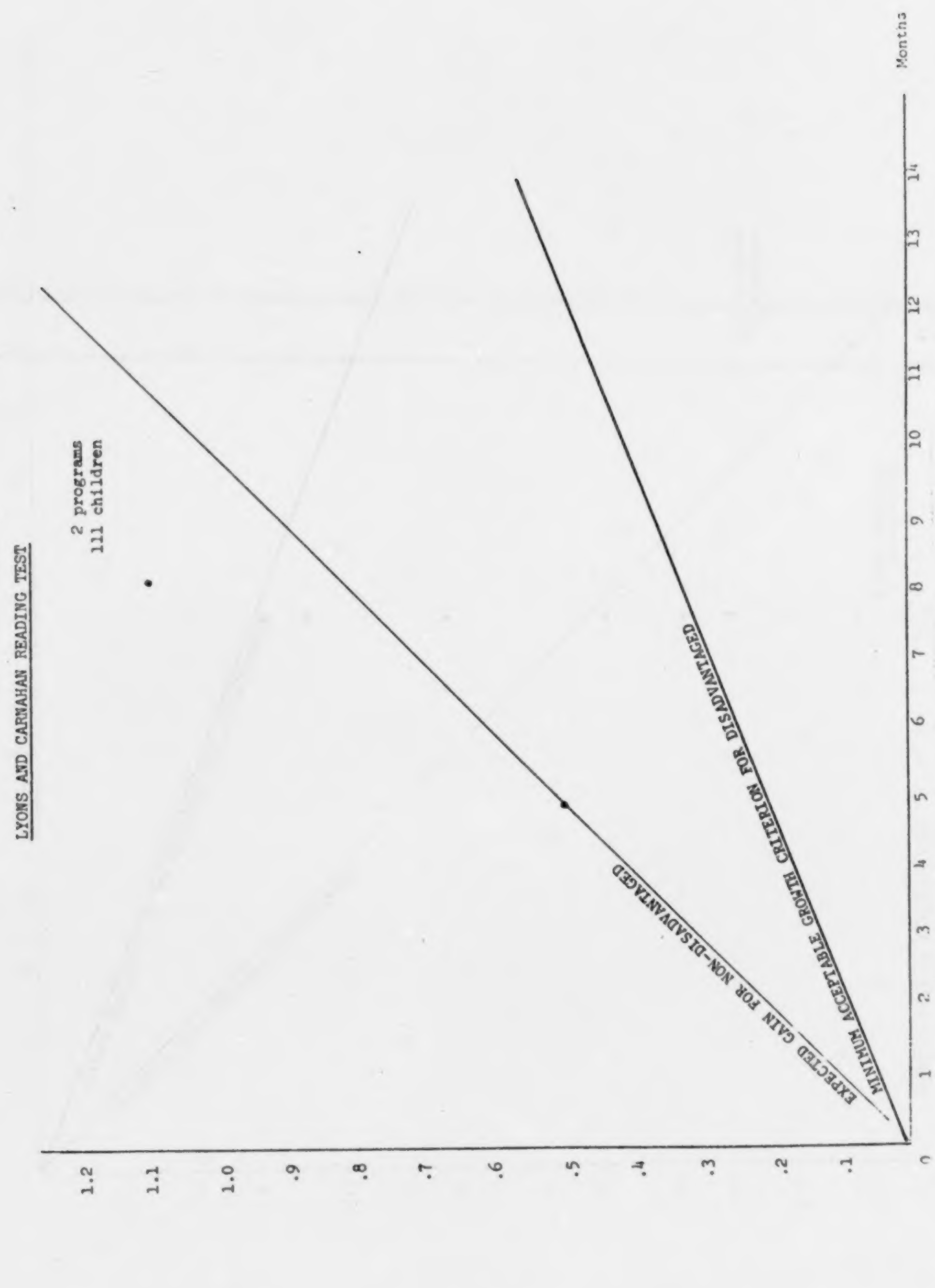
CALIFORNIA READING TEST

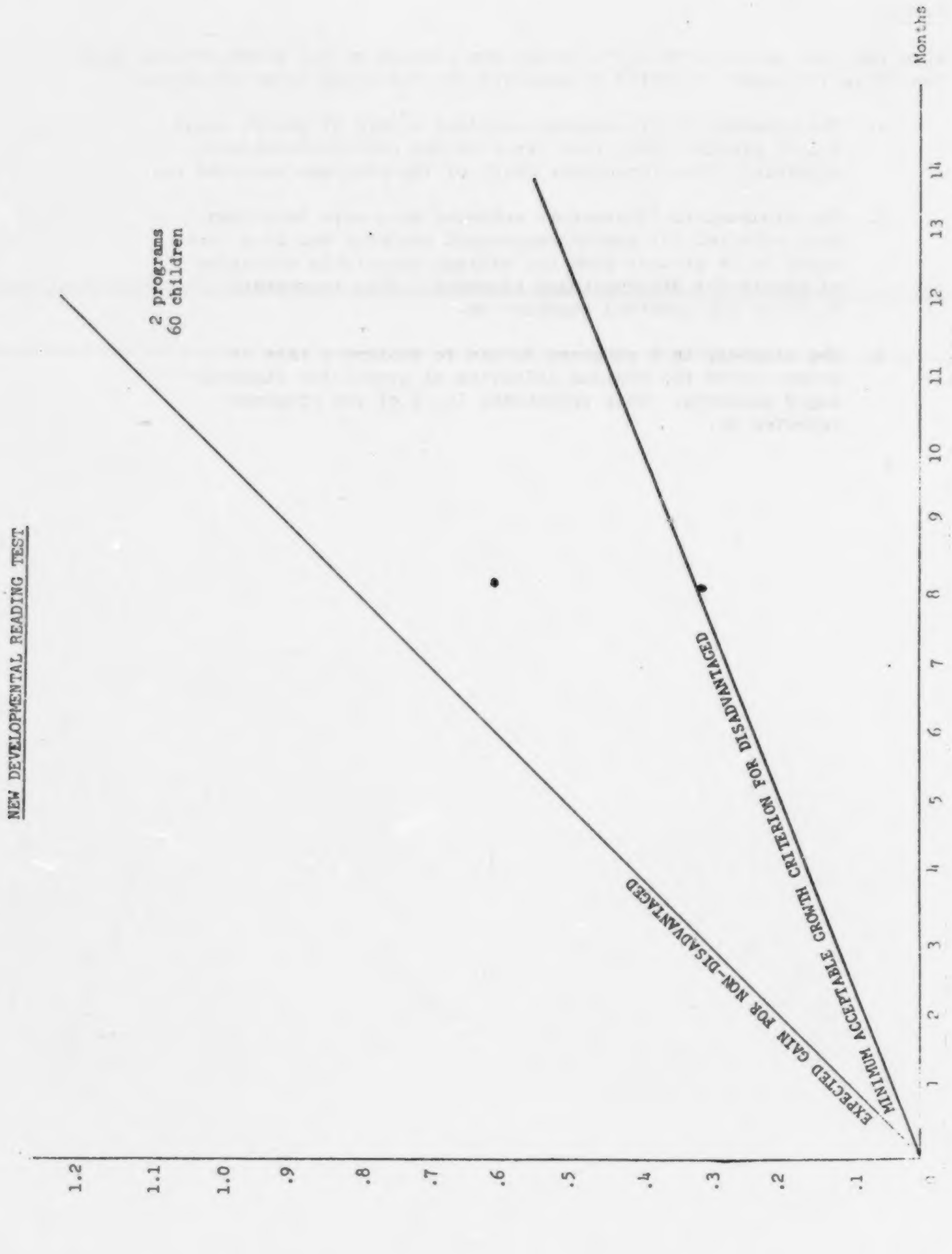

IOWA TEST OF BASIC SKILLS
5 programs
243 children
4 programs
346 children
EXPECTED GAIN FOR NON-DISADVANTAGED
MINIMUM ACCEPTABLE GROWTH CRITERION FOR DISADVANTAGED
1.3
1.2
1.1
1.0
.9
.8
.7
.6
.5
.4
.3
.2
.1
1
2
3
4
5
6
7
8
9
10
11
12
13
14
MONTHS



GRAY ORAL READING TEST


GATES McGINITIE READING TEST
in.
1.3
1.2
1.1
1.0
.9
.8
.7
.6
.5
.4
.3
.2
.1
6 programs
1,429 children
7 programs
373 children
EXPECTED GAIN FOR NON-DISADVANTAGED
MINIMUM ACCEPTABLE GROWTH CRITERION FOR DISADVANTAGED
1
2
3
4
5
6
7
8
9
10
11
12
13
14
Months


LYONS AND CARNAHAN READING TEST



NEW DEVELOPMENTAL READING TEST

Summary

When the test scores from all programs are plotted on one graph, we see that the Title I students reported on achieved the following rates of growth:

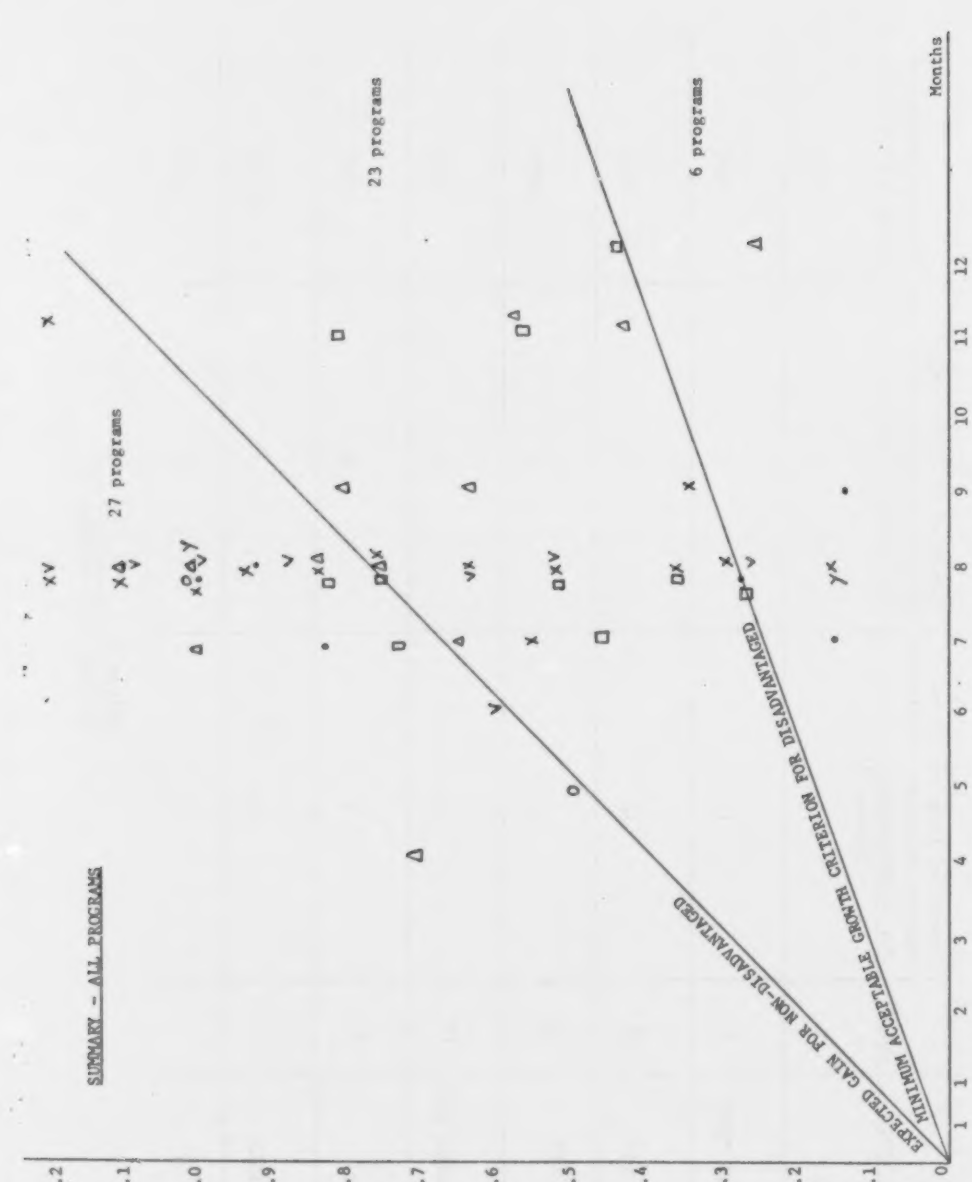
1. The students in 27 programs achieved a rate of growth equal to, or greater than, that expected for non-disadvantaged students. This represents 48.2% of the programs reported on.

2. The students in 23 programs achieved at a rate less than that expected for non-disadvantaged students but at a rate equal to or greater than the minimum acceptable criterion of growth for disadvantaged students. This represents 41.1% of the programs reported on.

3. The students in 6 programs failed to achieve a rate of growth above the minimum criterion of growth for disadvantaged students. This represents 10.7% of the programs reported on.

Name of Standardized Test	Symbol	Number of Programs Above Minimum Expectancy Criterion For Disadvantaged (Column 1)	Number of Programs Below Minimum Expectancy Criterion For Disadvantaged (Column 2)	% Effectiveness of Title I Programs[1]
CALIFORNIA READING TEST	•	4	2	66%
GATES McGINITIE READING TEST	x	12	1	92%
STANFORD ACHIEVEMENT TEST	Δ	12	1	92%
LYONS and CARNALAN SILENT READING TEST	O	2	0	100%
NEW DEVELOPMENTAL READING TEST	□	2	0	100%
GRAY ORAL READING TEST	Y	1	1	50%
IOWA TEST OF BASIC SKILLS	V	8	1	88.9%
Total		50	6	89%

[1] $\frac{\text{Column 1}}{(\text{Column 1}) + (\text{Column 2})}$


SUMMARY - ALL PROGRAMS
EXPECTED GAIN FOR NON-DISADVANTAGED
MINIMUM ACCEPTABLE GROWTH CRITERION FOR DISADVANTAGED
27 programs
23 programs
6 programs
Gains
1.2
1.1
1.0
.9
.8
.7
.6
.5
.4
.3
.2
.1
0
1
2
3
4
5
6
7
8
9
10
11
12
Months

Standardized Test	# Programs Above Expected Growth for Non-Disadvantaged	# Children Represented	# Programs Below Expected Growth for Non-Disadvantaged, but Above Minimum Criterion of Growth for Disadvantaged	# Children	# Programs Below Minimum Criterion of Growth for Disadvantaged	# Children	Total # Programs
California Achievement Test	3	136	1	33	2	87	6
Iowa Test of Basic Skills	5	243	3	288	1	58	9
Gray Oral Reading Paragraphs	1	10	0	0	1	75	2
Lyons and Carnahan Reading Test	2	111	0	0	0	0	2
Standford Achievement	7	418	5	364	1	32	13
New Developmental Reading Test	0	0	2	60	0	0	2
Metropolitan Achievement Test	3	250	6	493	0	0	9
Gates McGinitie Reading Test	6	1,429	6	332	1	41	13
TOTAL % of Total	27 48.2%	2,597	23 41.1%	1,570	6 10.7%	293	56 100%

GROUP MEAN PER-PUPIL EXPENDITURES FOR THE
FIVE A PRIORI GROUPS OF SCHOOL DISTRICTS

		A PRIORI Group				
	Expenditure Variable	A 0- 599	B 600- 1199	C 1200- 1799	D 1800- 2399	E 2400- Up
2	Salaries of Administration	$ 30.61	$ 20.60	$ 16.54	$ 15.17	$ 12.70
3	Other Admin. Expenses	6.99	5.80	4.21	3.89	3.87
4	Salaries of Prin. and Supv.	16.81	18.96	18.14	19.79	26.69
5	Salaries of Teachers	347.20	325.90	320.46	328.55	344.24
6	Other Professional Salaries	4.32	6.47	10.14	13.98	18.43
7	Clerical and Misc. Salaries	6.29	6.34	7.20	8.71	12.66
8	Texts and Instruc. Supplies	26.49	25.49	24.30	24.21	21.70
9	AV, Periodicals, Lib. Books	8.28	7.14	7.13	6.65	6.74
10	Other Instructional Expenses	4.96	5.15	4.70	4.30	3.59
11	Attendance	.03	.08	.51	.07	.84
12	Health	.28	.60	.64	1.71	1.38
13	Transportation	72.39	67.17	58.62	49.49	33.20
14	Operation	56.60	55.26	51.05	53.04	57.70
15	Maint. of Instruc. Equip.	5.77	4.84	4.12	3.67	3.22
16	Other Maintenance	15.67	15.26	12.42	13.69	16.38
17	Fixed Charges	18.01	17.90	17.24	16.49	18.93
18	Debt Service	71.46	76.89	89.64	97.89	97.12
19	Cap. Outlay for Instr. Eq.	13.50	16.82	15.85	18.26	15.82
20	Other Capital Outlay	4.51	4.06	5.36	3.72	4.05
21	Community Services	.73	.92	1.02	1.25	4.84
22	School Lunch	45.93	43.31	39.11	33.05	26.47
23	Student Activities	10.70	9.44	8.64	8.28	6.32
24	Federal Expenditures	35.82	31.44	23.21	20.38	16.25
25	Net Operating Cost	635.39	594.41	565.93	569.66	585.26

Since the per-pupil expenditures of districts in these groups were different from each other, and in many cases unrepresentative of the range and mean per-pupil expenditures of all districts as a single group, this then led to the question of whether meaningful differences existed between the five A PRIORI groups and whether district per-pupil

Number of Eligibles Which Determine State Eligibility

	Low Income	AFDC	Delinquent	Neglected	Total
1966-67	$ 58,446.00	$ 14,614.00	$ 183.00	$ 502.00	$ 73,745.00
	79.26%	19.81%	.25%	.68%	
	$ 11,379,[illegible].87	$ 2,844,237.59	$ 35,893.96	$ 97,681.58	$ 14,357,585.00
1967-68	$ 58,446.00	$ 18,208.00	$ 183.00	$ 502.00	$ 77,339.00
	75.57%	23.54%	.24%	.65%	
	$ 10,850,[illegible].99	$ 3,379,775.51	$ 34,458.20	$ 93,324.30	$ 14,357,[illegible].00
1968-69	$ 58,446.00	$ 23,295.00	$ 416.00	$ 712.00	$ 82,869.00
	70.53%	28.11%	.50%	.86%	
	$ 9,316,2[illegible].18	$ 3,713,043.72	$ 66,[illegible]	$ 113,597.21	$ 13,208,9[illegible].00
1969-70	$ 58,446.00	$ 27,991.00	$ 414.00	$ 639.00	$ 87,490.00
	66.80%	32%	.47%	.73%	
	$ 10,367,858.33	$ 4,966,638.72	$ 72,947.50	$ 112,301.45	$ 15,520,746.00

Dr. BUCHMILLER. Thank you.

7. A sample of school districts from the 286 school districts having reading programs reported achievement test scores of 4,460 students. Using the criterion of 40 percent of or greater achievement by educationally disadvantaged of 0.1 year's gain per month, 66 percent made some real gain, and 30 percent made substantial gain; 48 percent made a total gain of 1 year or better.

(The documents referred to follow:)

FEDERAL FUNDS RECEIVED BY WISCONSIN LOCAL SCHOOLS FOR THE 1968-69 SCHOOL YEAR, BY CONGRESSIONAL DISTRICTS

District No.	ESEA I	ESEA II	School lunch	NDEA III	NDEA V	Audit education	Agricultural	Homemaking	A & H	ESEA III	Vocational education	Impact aid	Other	Total
1	$1,110,793	$193,721	$479,237	$201,410	$57,797	$820	$28,032	$7,778	$332	$450,404	$61,410	----------	$668,470	$3,260,202
2	1,045,805	152,356	631,465	202,182	50,919	1,301	58,737	7,696	1,019	347,216	87,165	$526,810	66,397	3,179,068
3	2,492,669	174,240	763,380	200,885	37,661	47,461	98,841	18,213	3,989	57,724	85,202	782,802	41,559	4,804,626
4 [1]	143,384	49,961	213,659	61,904	22,225	----------	----------	----------	----------	171,102	33,000	----------	21,774	717,009
5 [2]	3,417,510	298,076	408,785	185,673	66,552	----------	----------	254	112	149,905	250,198	378,154	1,434,643	6,589,962
6	860,213	170,379	543,495	191,514	46,319	4,920	30,408	4,544	886	27,912	139,892	7,170	31,962	2,059,614
7	1,598,810	189,517	604,453	189,691	47,971	11,367	69,084	18,113	284	190,902	142,498	72,024	48,495	3,183,209
8	1,316,566	164,184	485,948	195,265	54,024	400	48,018	16,002	383	93,634	96,753	178,708	172,277	2,822,162
9 [1]	174,777	104,725	624,493	151,422	39,010	----------	5,455	----------	322	----------	46,959	----------	15,583	1,162,746
10	1,667,718	158,588	674,338	166,941	46,959	19,279	64,676	17,529	1,600	11,149	123,970	229,706	231,708	3,414,161
Total	13,828,245	1,655,747	5,429,253	1,746,887	469,437	85,548	403,251	90,129	8,927	1,499,948	1,067,047	2,175,374	2,732,686	31,192,479
Percent operating cost	2.3	0.3	0.9	0.3	0.08	----------	0.07	----------	----------	0.25	0.18	0.36	0.45	5.1
Percent of total	1.7	0.2	0.7	0.2	0.06	----------	0.05	----------	----------	0.2	0.13	0.30	0.34	3.8

[1] Districts 4 and 9 do not include the Milwaukee School District.

[2] District 5 is all of the Milwaukee School District.

TITLE I ESEA DATA

Year	State authorization	State al ocation	Dollars State adminis-tered	Number of students partici-pating	Number of teachers	Number of teacher aides	Dollars spent on assess-ment and evaluation	Date of final year's allocation
1966–67	[1] $20,609,442.39	[2] $14,793,495 [1] 14,357,585	$147,835	146,237	(³)	(³)	$9,344.33	Feb. 21, 1967
1967–68	[1] 22,693,474.44	[2] 15,343,592 [1] 14,357,585	153,436	84,675	3,184	1,201	4,669.09	Jan. 16, 1968
1968–69	[1] 26,457,628.00	[2] 14,391,576 [1] 13,208,978	150,000	74,258	3,143	1,143	6,677.85	Nov. 20, 1968
1969–70	[1] 31,131,223.20	[2] 17,432,234 [1] 15,520,746	174,322	57,692	(³)	(³)	9,096.40	Mar. 19, 1970
1970–71	(³)	(³)	(³)	(³)	(³)	(³)	(³)	(³)

[1] Local educational agencies only.
[2] Local educational agencies, handicapped, delinquent, neglected and migrant combined.
[3] Not available.

IMPACT OF TITLE I ON EDUCATION IN WISCONSIN

In order to obtain information about the influence of Title I—E.S.E.A. on the total educational program of the school, the state Administrator of Title I sent a questionnaire to the local educational agencies. The questionnaire was completely unstructured so that schools could respond about any and all changes which had taken place. These results are, thus, those experienced and reported by the schools and do not reflect a subjective evaluation by the state Title I office.

Following an analysis of these responses, they were systematically categorized into three classifications: Effects on Teachers and Special Staff Members, Effects on School Curriculum and Organization, and Effects on the Students. It is with these three classifications in mind that the following results are presented.

Effects on Teachers and Special Staff Members

Title I affiliation has reportedly prompted changes affecting the classroom teacher and the "specialist." There has been an increase in the use of team teaching and teacher aides, as well as in the number of new procedures and techniques being applied.

Team teaching has been implemented in many different forms. One school system initiated diagnostic teacher-specialist treatment teams while another had reading specialists, classroom teachers, a psychologist, and speech therapist, and school nurses working together. Another district placed interns in the elementary grades to work with cooperating teachers.

Teacher training was a second area of change reported by the districts. These changes covered a wide area including attendance at summer school sessions, inservice training centering about the theme "Teaching the Disadvantaged," workshops dealing with the education of American Indian students and demonstrations pertaining to the diagnostic identification of Title I target students.

Due to the introduction of Title I in many Wisconsin schools, the use of teacher aides has reportedly increased. One district stated:

"Teachers have complained and with considerable justification, of having to devote too much of their professional time to tasks which could be handled by assistants and aides. The introduction of teacher aides has enabled greater concentration on the individual child, his needs and his problems."

Aides have been incorporated into schools to supervise lunch rooms and playgrounds, to assist in field trips, and to perform time-consuming record keeping and other tasks which take a considerable amount of time from the precious minutes available for classroom preparation and instruction.

Finally due to observable success with the addition of "specialists" in previous Title I programs, many districts have reorganized their pupil service divisions to include psychologists, psychiatrists, guidance counselors, and curriculum advisors. Other districts have focused primary attention on the physical needs of the individual student, and have incorporated nurses and speech therapists into their Title I programs.

If we are to accurately assess the effect of Title I on teachers within the Wisconsin school districts, it is necessary to be aware of the resulting changes in teaching procedures. Three particular areas have been reportedly changed because of Title I: Use of Audio-Visual Equipment, New Teaching Techniques and Methods being Implemented, and the Use of New Materials.

A large percentage of responding districts reported increases in the use of audio-visual equipment. Some of the districts have expanded uses already begun under Title I while others have used this equipment in all phases of the curriculum. Many of the districts have incorporated extensive AV equipment in developmental reading classes. One district stated:

"Teachers have requested AV equipment to be ordered for their individual classrooms. For example, we now own twelve tape recorders equipped with multiple units."

After becoming more aware of the backgrounds of individual students, teachers are also reportedly revising teaching methods and procedures. One school noted a change from a teacher-dominated classroom to one of student participation.

Districts indicated that teachers are becoming more effective as they gain a greater understanding of the student's background. This is being accomplished through better communication with the homes. Many school districts have experienced better relationships with parents as a result of Title I and are continuing and augmenting their attempts to involve them in the programs of the school. Parents are gaining a greater awareness of their children's educational needs. Some schools have accomplished results through the assistance of social workers acting in liaison capacities or through the encouragement of mother-volunteer programs. Increased communication and coordination of curriculum planning of textbook selection between public and private schools has also contributed to the effectiveness of Title I programs. More "home visits" by teachers and special staff members have taken place. Parents have entered into various phases of planning and evaluation, and many night conferences, classes, and extension courses have been introduced for them.

Effects on School Curriculum and Organization

The second area which has been greatly affected by Title I is school curriculum and organization. Changes were reported in the areas of reading programs, mathematics programs, motor-training programs, kindergartens, summer schools, and other academic areas.

The most frequently reported change due to Title I was in the structure and content of reading programs. Districts acknowledged changes ranging from increased interest in remedial reading to a complete revision of the reading curriculum K–12. Many districts noted the use of reading readiness tests in kindergarten and first grade, more effective teacher evaluations of reading prorgams, the introduction of linguistic reading, and more individualized programs.

Mathematics programs have also undergone considerable change. Among the most frequently reported in this area were the initiation of summer transitional and improvement classes, beginning of non-graded programs, introduction of remedial mathematics, reorganization of the curriculum to meet the needs of the student, the use of more concrete experiences such as the manipulation of items to show number concept, and "the adjustment of some classes to be less erudite and abstruse . . ."

Due to emphasis on motor-training in some Title I project schools, similar training is now being carried on in some kindergartens. There has also been a realignment of phsyical education classes to provide more emphasis on coordinative and special aspects of physical development in a number of schools, and motor-perceptual workshops have been conducted for special education and kindergarten teachers.

In many districts, Title I was responsible for the introduction of kindergarten and summer school. Due to the success of these programs, they have been continued and expanded. One system put it this way:

"Our district in large measure is made up of conservatives. If it had not been for Title I, we would probably still not have kindergarten education as a part of our curriculum. The board of education saw fit to continue kindergarten education with the regular budget financing it and it was accepted by the community to the point where practically every eligible child is now enrolled in our program."

Other specific academic changes in curriculum improvements have evolved as a result of Title I. Many districts have incorporated more field trips, a greater emphasis on communication skills, and have expanded their remedial programs. It has been reported that course offerings have become more flexible, thus enabling more research to be done by the students. One district noted that their teachers were on a 12-month contract so that summer months could be devoted to curriculum development. Another district noted a greater emphasis on vocational education courses.

With new course offerings, schools have reported that there has been an increase in library use and that this increase has included both students and teachers.

A recognizable overlap exists between the categories of "Curriculum Changes" and "organizational revisions;" however, several changes have resulted above and beyond those previously mentioned. Modular scheduling has been introduced in some schools, there has been an increase in administrative staff assistants, a greater emphasis has been placed on the revision of the student records, and attempts have been made to revise methods of grading the students.

Effects on Students

Finally, Title I affiliation has prompted changes within the students in Wisconsin schools. Due to the installation of better procedures and more interesting instructional techniques (as a direct result of Title I participation) better attitudes toward school have been generated; and these attitudes, in turn, have often resulted in less absenteeism. There has even been a lower dropout rate and an actual increase in the number of students who continue their education after high school. One district speculated that better attitudes toward school have resulted from the fact that schools are becoming more involved and concerned with the total program of their students. Other explanations of this improvement in attitude include citing such factors as extra-curricular activities and enrichment by competitive participation in music festivals. Another high school referred to a graphic arts group assuming the responsibility of printing the school newspaper previously printed commercially.

The student has also been affected by improvements in provisions for his physical health. Not only have more nurses been added to district staffs of "special services" but more emphasis has been placed upon vision, hearing, and dental examinations. Districts have observed a greater general awareness of health conditions on the part of the teachers.

Growing, effective, guidance departments staffed by psychologists, psychiatrists and counselors have also been made available to the student. Changes within these departments have included expansions and revisions. In some cases, districts have recognized the value of implementing guidance programs in the early elementary grades.

The student has also benefited from changes which have taken place in testing procedures, ability grouping, individual instruction and grading systems.

Many school districts, in an attempt to better reach the individual student, have stressed all types of tests to enable more accurate student placement. Included with these changes is pre-kindergarten screening which reportedly "reveals a better picture of the student's background for the teacher." One district has initiated a unified testing program for K–12. Another district reported the existance of a curriculum study group on testing. This group works with the teacher in identifying student weakness and in planning instruction to eliminate these deficiences. One district stated:

"If appropriately placed in a group according to ability, each child can taste success at his own level of ability rather than toil at a certain level at which he accomplished very little."

Through good systems of grouping, the schools are reportedly succeeding in reducing the student-teacher ratio and thus, providing more individual instruction. One school district stated:

"Our classroom teachers have become cognizant of the benefits to children and to their instructional procedures from a greater emphasis on individual instruction."

School districts have stated that the introduction of ungraded subjects has had a "profound" effect upon students. The following is indicative of many school district statements.

"Because of the importance of preventing failure in grade one, we are discontinuing marks in the academic subjects in kindergarten, grades one and two, and we have substituted several parent conferences for the marks."

In conclusion, it is obvious that changes have occurred as a result of Title I affiliation. It would be difficult to measure the extent or future success of these changes; however, for the present it is encouraging to read a school district's statement such as the following:

"We should be able to provide for the many needs of all youth so that each individual student may fully utilize his potential to the fullest and become a very self-sufficient, self-respecting citizen in our society. It is through and as a result of programs such as Title I that we can reach people and students on very intimate relationships and try to help solve some of the misfortunes in their lives."

Another district put it this way:

"We still have a long way to go, but evidence of change is noticeable, and it is plain to see that some of the students who had given up, now feel that there is a chance for some success. With some individual help, their self-image has improved, and consequently their self-confidence has improved also. They now dare to express themselves once in a while in class discussions and make some contributions to their classes."

OVERALL IMPACT OF TITLE I AS REPORTED BY LEAS, 1968-69 EVALUATION SURVEY

[To obtain information on the impact of ESEA title I programs, local title I evaluators were asked to rate the overall effectiveness of title I programs in several areas. Following is a tabulation of their response.]

	None		Little		Some		Great		Total of "some" and "great" columns	Total of "great" columns
	r	s	r	s	r	s	r	s		
a. Improvement, for project children:										
1. In educational achievement	0	1	6	11	193	145	107	46	491	153
2. Of educational opportunities	1	0	9	3	148	102	144	87	481	231
3. Of educational experience	0	0	4	1	165	37	132	58	392	190
4. Other (specify)	1	3	0	0	26	11	35	29	101	64
Total	2	4	19	15	532	295	418	220		
b. Improvement, for teachers:										
1. In methods used with disadvantaged children	1	0	17	11	161	96	106	93	456	199
2. In attitude	1	1	14	9	183	113	108	72	476	180
3. In behavior with disadvantaged children	1	0	15	13	184	113	100	70	467	170
4. Other (specify)	1	2	1	0	13	5	19	6	43	25
Total	4	3	47	33	541	327	333	241		
c. Improvement for members of the community, in attitude:										
1. Toward educational experiences	7	1	59	29	190	113	48	50	401	98
2. Toward educational achievement	6	2	57	34	185	119	56	34	394	90
3. Toward educational opportunities	7	1	59	31	183	112	49	45	389	94
4. Toward disadvantaged children	6	3	52	44	184	100	52	43	379	95
5. Other (specify)	2	2	3	0	12	4	13	5	34	18
Total	28	9	230	138	754	448	218	177		
Percentage[1]	1		9.5		57.6		31.9			

[1] Total—100 percent.

Dr. BUCHMILLER. Finally let me briefly identify a few problems which influence the effectiveness of title I programs and the attainment of goals and outcomes.

First I need to emphasize what I am sure you have really heard repeatedly—that under appropriation and late appropriation are constraints which affect the planning, operation, and evaluation of title I programs and other Federal programs as well.

A firm allocation of funds to a school district should be made at least 6 months in advance of the school year commencing in September each year to achieve some minimum level of advance planning for actual school year operations.

Secondly frequent criticisms are leveled at school districts and States in regard to the quality of evaluation methods they have utilized revealing this effectiveness of Federal programs.

(*a*) Evaluation of social systems, education included, is loaded with intangibles which often defy any objective evaluation. Precise scientific measurement in the social sciences is as yet an imprecise science in spite of advances made in recent years.

(*b*) Sound research design appropriate to unique problems is a complex process. The skilled manpower to design sound research evaluation processes is in scarce supply and often unattainable in many areas.

(*c*) The allocation for State administration (1 percent of the State allocation) provides only minimal resources for administration at the State level to say nothing of comprehensive statewide collection, analysis and evaluation of data.

Let me emphasize the situation in Wisconsin for 1968–69. One percent amounts to $150,000. This enabled the Wisconsin Department of Public Instruction to employ six professional and three clerical staff.

They served 462 districts and 364 projects and covered 54,154 square miles of geography. In order to provide some measurement of outcomes, we allocated $6,677.85 for this purpose.

A greater amount would have reduced our already minimal technical response capability to administer title I in Wisconsin.

To do more than this would have meant a further reduction of State staff at the expense of manpower to administer the program. This program support for helping local school districts in the level of funding in 1965 has already been reduced because of inflation.

The allocation has been about the same.

(*d*) The use of education as a means of intercession to ameliorate social problems necessarily is a long-range strategy. Certain aspects, that is, job training, may be amenable to short-range programing while attitudinal, psychological, and behavioral change are now always subject to quick or short term remediation.

Much of the confusion surrounding the effectiveness of Federal programs comes from the disagreement of what kind of data and information provides proof of effectiveness. There are at least a half dozen or more projects today attempting to design information systems to get at this problem.

Depending upon the purpose and/or persuasion of these groups, this information is supposed to satisfy political, administrative, educational, social, psychological, Federal, State, and local needs.

I might add, that there is a project underway called the Belmont project, in which the Office of Education and the State are cooperatively trying to identify basic information needs.

It has been estimated that to really engage in this kind of information gathering would cost at least $6 a pupil, and on the 74,000 pupils we have, there should be at least some 300,000 just for information collection.

The expected system is often beyond the capability of local school districts to collect and process accurately to say nothing of interpret and disseminate.

This is the end of my prepared remarks. I have appended some material. I am open to questions. May I express our appreciation for being here with you.

Mr. STEIGER. Dr. Teel, why don't you go ahead and we will hold questions until you finish?

Dr. TEEL. Thank you, Mr. Steiger.

Dr. **Teel.** Mr. Chairman and members of the committee, we do appreciate being here. I certainly want to take this opportunity to express appreciation to Mr. Steiger for the introduction a few minutes ago.

In our opinion and experience, this legislation marked a turning point in the history of education in this country.

It represents a commitment, a national commitment to the proposition that every child, no matter how impoverished by birth or circumstance, is entitled to the best schooling possible, and I am here at your invitation this morning to report what title I has meant to Milwaukee's disadvantaged children and youth.

As a background, may I point out that the Milwaukee public school system is the 11th largest in the Nation as far as large cities are concerned, and the largest in Wisconsin. We enroll 132,000 pupils in 155 schools.

When a national awareness then to the problems of the disadvantaged emerged at the end of the 1950's, Milwaukee responded within the limits of its resources with programs for disadvantaged children.

I cite three which I think offer relevant information on the question Congressman Steiger raised about what is the local school system doing on costs.

1. Assuming that smaller classes enable teachers to do a better job, Milwaukee reduced its pupil-teacher ratio in central city schools. These schools presently have 28 to 31 pupils per class as compared to 32 to 35 in schools outside the central city. This four pupil decrease in class size in central city schools last year alone cost Milwaukee taxpayers $1.4 million.

2. Another program was the establishment of orientation centers for migrant and transient children, children who move from deprived rural areas into the city, who move frequently from city to city and who move even more frequently from school to school within the central city. The centers were designed to acclimate these children to city life and to overcome the achievement lag in their educational program of progress by rehabilitating them to the point where they could be successful in regular classroom work, which is a major goal for the entire compensatory program. Our school board still finances this program, budgeted at $105,000 this year.

3. To train teachers to do better in serving the disadvantaged, the Milwaukee Board of School Directors financed inservice training programs. These included departmental workshops numbering 24 to 30 per semester with enrollments ranging from 1,000 to 3,000, a series of Saturday morning workshops with enrollments varying between 800 and 1,000 teachers, workshops on human relations, and summer workshops held in cooperation with local universities.

But Milwaukee like other cities did not have adequate financial resources to cope with the pressing educational needs of high concentrations of disadvantaged children. In recognition of the needs of big city schools and of the limited local resources to meet these needs, Congress passed the Elementary and Secondary Education Act in 1965.

Since then Milwaukee has utilized title I funds totaling nearly $14.550 million. Presently title I funds of $3.7 million provide programs and services for pupils in 32 public schools, 16 nonpublic schools, and eight homes for neglected and delinquent children.

These programs and services involve 14,000 pupils including 1,300 in nonpublic schools.

I think it is significant to note, too, that in 1967, the Wisconsin State Legislature recognized the special educational needs of Milwaukee's central city.

It appropriated $4.75 million in State aid for disadvantaged children and youth.

This action was a historic first on the part of the legislature and made the State a partner in the struggle to overcome the problems of the central city.

In 1969 the legislature appropriated another $3 million for emergency programs in the central city.

Thus Milwaukee's commitment to the education of the disadvantaged children and youth has developed to its present status, through funds provided by the local community, the State government, and the Federal Government.

We welcome this partnership in education and we believe that this working relationship offers the best hope for remedying the educational deficiencies in our society.

It must be continued as previous speakers have said, at even greater levels of participation because there still are thousands of disadvantaged children in our city in need of help.

Title I resources have been utilized during the past 5 years in the development of programs and services that would meet the diverse needs of disadvantaged learners in kindergarten through the 12th grade.

Actually in a few cases prekindergarten ages are included and the development of these projects and services is based on four criteria or cornerstones:

1. Supplementation—improved educational opportunity afforded under title I must be in addition to the total program provided by all other funding sources.
2. Continuous learning development—while it is supplementary title I effort is also to be integrated into the pupil's continuous learning sequence thus providing the right kind of assistance at the right time.
3. Longitudinal time pattern—effective attack upon educational disadvantagement must take place in a period of time that is long enough to make a significant difference in a pupil's learning habits.
4. Coordination—the various educational and supplementary services are focused on the pupil with careful coordination of effort; therefore avoiding duplication and ineffective concentration.

To develop a program of this magnitude a planning structure is needed which will encompass the major criteria just mentioned.

This planning effort must provide for several levels of involvement and must be sensitive to the needs of youth of all ages.

A two committee planning structure, composed of a steering committee and a program planning committee, represents the major planning framework of the Milwaukee public schools title I program from which many supplementary planning efforts radiate.

The steering committee consists of broad representation which includes parents, teachers, school principals, non-public school, university, community action, central administration, and evaluation, Milwaukee Teachers Education Association, which is our exclusive bargaining agent for our teachers, and State department of public instruction representatives.

The program planning committee membership is composed of personnel charged with the development and supervision of individual title I projects.

The steering committee's function of giving overall title I program direction through policy recommendations and the program planning committee's function of writing and implementing programs based upon steering committee recommendations attempt to continue to combine the following positive aspects of planning:

> The comprehensiveness and level of representation of the two committees allows maximum ongoing interaction between policy and program.
>
> The comprehensive representation on the two committees permits objectives and priorities to be established from a broadly based perspective.
>
> The committee structure provides a framework within which major shifts in program direction can be established in a logical and sequential fashion.

Emanating from the widely representative steering committee are special study groups and subcommittees which further identify specific needs and provide reference points for subsequent program recommendations and development. And in the past year we have had on this four such groups, student educational needs subcommittee, elementary mathematics subcommittee, elementary summer school planning subcommittee, and preschool education subcommittee.

From this entire planning structure come the directions, recommendations, and thrusts that provide the framework within which defined projects are built.

We feel this planning process results in maximum concentration of the fiscal resources toward services that directly touch the child.

The following recommendations from the steering committee represent the major thrusts in the Milwaukee public schools title I program for 1970–71 and hold many implications for planning toward 1971–72.

1. Title I funds should be used to initiate a thrust in preschool program development.

A pilot project in preschool education should give important direction to Milwaukee public schools future preschool program development by contributing knowledge regarding the degree of learning which takes place at the earliest stages of a child's life.

And equally important, the pilot project will contribute knowledge concerning the most effective point of formal educational intervention in a child's learning sequence to prevent educational disadvantagement from being learned.

2. Communication skills emphasis—listening, speaking, reading, writing—should be continued in grades kindergarten through four particularly.

This recommendation has the effect of continuing the communication skills thrust in grades kindergarten through four by concentrating the services of special teachers in the areas of language development and reading, supported by a range of social work, guidance, and psychological service personnel.

3. A mathematics emphasis should be planned and implemented in 1970–71.

Paralleling literacy in the communication skills is the importance of literacy in mathematics.

The intent of this supplementary program will be to assess and alleviate the causes which underlie the need for improved mathematics achievement at the elementary school level.

4. At the secondary level, title I resources are being concentrated on those identified groups of learners with the most acute educational needs such as returnees from institutions, and every city has a large number of these, dropouts and potential dropouts, work-study candidates, and school-age mothers.

It was the consensus of the steering committee that while the greater share of the title I resources should be committed to student needs in the earlier phase of education, prekindergarten through grade four, the specific needs of parts of the secondary school population could not be overlooked because of their magnitude and urgency to the personal lives of those involved.

Psychological and social work, and guidance services will cooperate in a close team relationship with classroom teachers and special instructional learning center teachers to identify 50 to 100 of the most disadvantaged learners in each of the eight title I secondary schools.

Following the diagnosis of the interrelated educational problems of each student, an individualized educational plan will be prescribed to meet these needs utilizing a flexible combination of regular class, instructional learning center, and other special school and community resources.

5. Programs wherever possible should work toward improvement in a child's attitudes, feelings, and emotions which underlie his success in and out of school.

The awareness that a child is not born a failure but develops feelings about himself and his relationship to his school environment which prevent him from finding success in school endeavors, makes it equally important that staff sensitivity be developed to the underlying causes for so many children developing negative feelings about themselves, their fellows, and society.

Title I project personnel are developing the respective program contents, structures, and inservice training to help children develop positive attitudes toward themselves and to assist them in finding success in their school experiences.

6. Parent involvement in program planning, implementation, and evaluation should be continued and expanded.

Parent participation in school activities rests on the basic assumption that all parents want the best possible educational program and experience for their children and have a meaningful contribution to make in a partnership with school personnel.

The cumulative effect of the overall planning process can be perceived when one individual school is taken as an example of services provided.

At the Siefert Elementary School specific title I programs include: special kindergarten; language development; reading centers; guidance and social work services; psychoeducational therapy; nature study; community field trips; special testing; and instructional resources support.

Local school funds support an instructional resources center, classes for the mentally retarded, orientation classes for in migrant children, and an adjustment center.

Adjustment centers serving youngsters who have a low tolerance for classroom settings and as a result develop behavior that is not acceptable in the classroom and have to have a special program.

State categorical funds provide teacher aides, and the Office of Economic Opportunity provides a Headstart program. All of the above are, of course in addition to the normal base of service provided to all pupils with regular local funds.

At this point it is logical to ask, What are the results of these title I resources? What product or products can be illustrated as a result of these resources?

I would like to indicate as some of the previous speakers have, that I feel it is necessary to look to many levels for indicators of productivity or effectiveness.

It is not sufficient to look only to formal evaluation statements and reports to gain a sensitivity for the educational thrusts initiated or stimulated then by title I funding. Some of perceived results of title I funding which have gone beyond the effect of individual project evaluations are:

1. Title I funding has provided more programs and services for children than would be available with local funds alone.

2. The availability of title I funds has pushed educators toward a better and more indepth definition of the needs of disadvantaged youth and has stimulated an increased community awareness and involvement. In turn this increased perception has stimulated other funding—local, State, and Federal and National—focused on specific groups of pupils with special sets of problems or difficulties.

3. Title I has accentuated the importance of evaluation in the design and redesign of all educational programs.

4. Title I instituted the use of teacher aides and paraprofessionals in our system at least. From this beginning has grown a coordinated support for an aide program of significant size.

Local, State, and Federal funds provide for the employment of over 700 aides.

5. There has been dissemination throughout the system of curriculum change, teaching techniques, and materials originally developed with title I resources.

A significant example of this is the seventh grade social studies program in Milwaukee—the development of the present citywide curriculum in this subject area had its origin in title I program design.

6. Title I resources have been instrumental in building and developing the intricate program of two Special Educational and Service Centers for the diagnosis of children with severe learning difficulties.

These are children that baffle the school system as to why they were not achieving, and this diagnostic center has helped us determine some of those causes and provide programs for them.

The formation of such diagnostic facilities is advocated by the Kellett Commission, a special study group appointed by the Governor of Wisconsin to study statewide educational reorganization.

7. Title I resources have been utilized in the development of a psychoeducational therapy program which is being considered for

inclusion in the eventual training of all psychologists in the school system.

This brings a new dimension to the work of psychologists in the school system that we believe is paying off significantly.

What has been outlined thus far may be described as general perceptions of title I results on a broad impact basis. To be more specific regarding the effectiveness of individual projects may I refer to the annual report of the National Advisory Council on the Education of Disadvantaged Children dated January 27, 1969. I am sure you are familiar with this document.

In its report to the President, the council listed 21 programs as being "the most successful" of the wide array of title I education programs throughout the country.

These successful programs were identified by an independent research organization, the American Institutes of Research in the Behavioral Sciences, Palo Alto, Calif., under a contract with the U.S. Office of Education.

The Milwaukee public school system was most pleased to learn that two of its programs—speech and language development and elementary school reading centers—which form the core of its elementary communications skills group, were among the 21 identified nationally for recording substantial gains in the progress of disadvantaged children.

I have indicated that title I funds have had a significant impact upon the Milwaukee public schools organization, its instructional program, teaching staff, children, and community.

While individual project evaluations have indicated that programs can be built which will have a positive effect in overcoming the educational disadvantagement of learners, it is necessary to look as realistically as possible at some of the difficulties in arriving at the type of evaluation which would give valid answers back to all levels concerned with the effect of title I.

The basic question which still needs resolution at this point in the history of title I is: "What degree of sophistication of evaluation is acceptable at the different levels within the continuum of decision-making, including the classroom teacher, the U.S. Office of Education, to the Members of Congress, and to the President.

The earliest evaluation of title I projects concentrated upon an analysis of effects of individual projects upon students in terms of teacher opinion, administrator opinion and student achievement, and student attitude.

The analyses of these projects had been largely in terms of growth and/or lack of it between a student's functioning at the beginning of a project and at the end of a project. It was felt that the early evaluation of title I projects had well demonstrated staff approval of the activity and that the question no longer needed to be investigated.

However, the early evaluation strategy left unanswered important questions such as: "What would have happened to the student if he had not been in the program?"

Stated another way: "Did students in the program perform better than students of similar ability and background who were not in the project?"

"What effect does participation in a title I program have upon achievement in other areas which are not the focus of the project?" (That is, attendance, motivation to achieve.)

The attempt to arrive at "hard" answers concerning program effectiveness within an educational setting has raised continual conflictual questions since the inception of title I. The Federal guidelines clearly indicate that title I educational services should be concentrated upon the "most educationally disadvantaged" learners. The commitment to a rigidly controlled evaluation design, utilizing a random selection of students eligible for title I services, would mean that some students badly in need of special treatment could not be given the service until its effectiveness is proven, because they would be held out in the control or comparison groups.

We have petitioned at national meetings for a clarification of the intent of title I—particularly whether it is intended as a research-oriented program. We at the local level especially feel the need for valid indicators of individual and total program effectiveness; however, we feel that the most conclusive picture of program results can be achieved by the acceptance of diverse kinds of evaluation feedback.

I would like to indicate briefly some of the measures which presently are underway to obtain more comprehensive feedback regarding the effect of title I programing.

Those personnel developing title I programs are defining respective project objectives in terms of expected behavioral outcomes on the part of the learner and following through to monitor the attainment of these objectives throughout the duration of the project. There are a number of outcomes that are expected from this procedure which could be alluded to if time permitted but perhaps the major value anticipated would be that program monitoring procedures will give day-to-day feedback relating to the attainment of stated objectives. This means projects can change and evolve during their course without complete reliance on the "end of the year" formal evaluation report.

The inclusion of indepth student case studies is planned in the evaluation reports to provide a greater understanding of the special services rendered in relation to the magnitude of the learners' problems and to develop a picture of the perceived improvement of the learner over a period of time.

It is felt that gearing the title I evaluation design to assess the student's improvement over a longitudinal time sequence is a more realistic stance to assume in working with the deep problems of educationally disadvantaged learners rather than expecting to cure the problem within a 9-month or less period of time.

One of the long-range goals of the Milwaukee public schools is to gear evaluation machinery to assess the cumulative effect of all educational programing on an individual school population with title I cast realistically as part of this total educational effort.

May I extend the idea that it may be more realistic to look upon title I funds as an extremely significant part of the resources which are focusing and are yet needed to focus upon the still-emerging needs of disadvantaged youth. It is our perception that the tremendous expectation attached to title I at its inception, that of alleviating the ills wrought by educational disadvantagement, is still a worthy and necessary goal. We are convinced that it will take renewed and continued energy in conjunction with the effective use of multiple resources, to ultimately achieve the goal originally projected for title I.

In conclusion, may I express on behalf of the Milwaukee public schools and the nonpublic schools our appreciation to Congress for the significant increase in title I allocations and for the passage of Public Law 91–230, which authorizes the carryover of unexpected funds. The carryover provision encourages more careful and prudent planning and a wiser use of allocated funds.

The CHAIRMAN. Did they do that this last year with the supplemental funds? You were permitted to carry it over, were you not?

Dr. TEEL. Yes, and it is going to benefit us greatly.

The CHAIRMAN. Go ahead.

Dr. TEEL. We also welcome the prospects for earlier funding, which is essential to good program planning and staffing.

At the outset, I mentioned that the full impact of the Elementary and Secondary Education Act may never be measured adequately, but we in Milwaukee strongly endorse ESEA as a giant step forward toward answering the unmet needs of the disadvantaged child.

It has opened wider the door to better educational opportunities for thousands of Milwaukee children. It has permitted us for the first time to see how deep and aggravated the needs of these children are. It has promoted a working relationship between the schools and community in formulating programs and services to meet these needs. It has encouraged the State government to lend financial assistance to urban communities with special educational problems. The Elementary and Secondary Education Act may well be the greatest catalyst in education in our time.

Thank you very much, Mr. Chairman, and again our expression of appreciation for this opportunity of appearing before you.

The CHAIRMAN. Thank you very much. We will withhold our questioning until the last witness testifies.

Do you have another witness, Mr. Steiger?

Dr. TEEL. No.

The CHAIRMAN. Let me certainly thank you.

Mr. Meeds?

Mr. MEEDS. I will yield to my colleague from Wisconsin, so that he can have the first question.

Mr. STEIGER. I thank the gentleman from Washington.

You may have heard, Dr. Teel, a question I asked of the witness from Little Rock on the question of the per pupil expenditure in various schools. I must admit that we undoubtably had at one point information on how much was spent in different schools.

Do you have that off the top of your head, or can you make it available?

Dr. TEEL. Very roughly, Mr. Steiger, the per pupil expenditure in Milwaukee is about $700. This would be a little less in the elementary school and a little more at the secondary level.

The comparative figures for children in the central city would indicate a greater expenditure. This would require a rather complex breakdown, taking all the sources of funding, but just using three, the State categorical funds, the Federal funds through title I for the particular children served, the 14,000—not all of them—the local funds that are earmarked for special needs in the inner city would add about $425 per child in the target area served by title I.

This would be greater if we took time to enumerate the additional funding, but this is a general comparison.

Mr. STEIGER. What about, for example, if you compared North High School and Rufus King. Can you do that?

Dr. TEEL. These two high schools are both in the target area that would be served. As you know, the Rufus King area has changed fast in the last few years.

The division has approximately 52 percent of the children in the disadvantaged area, so its problems are more severe. We are not able to use title I funds for Rufus King. They will not reach far enough to include Rufus King.

We do provide local categorical support in this school. The expenditure per child would be greater in North Division.

Mr. STEIGER. On the question of concentration, how many schools out of the number of schools in Milwaukee are receiving title I funds?

Dr. TEEL. Thirty-two of the public schools.

Mr. STEIGER. Out of 155?

Dr. TEEL. Yes.

Mr. STEIGER. Is that all of the schools you pick out to receive it or are eligible to receive it?

Dr. TEEL. No, eligibilitywise, we would have about 51 of our schools, and when we first began receiving funds, we did distribute them among a greater number of schools, but we progressively withdrew from some of the schools, concentrating on those where we have the greatest concentration of low-income families.

Mr. STEIGER. I think that is absolutely essential, and that is the direction in which I wanted to find out if you had in fact gone.

Dr. TEEL. For young children, particularly kindergarten and grades 4, and then a concentration in two basic areas that we feel are requisite for literacy, language arts and arithmetic, and now we are dealing very seriously with the possibilities of moving to the preschool youngsters, feeling that if we can begin working with children of perhaps 3, we think it will be a better investment than waiting until later, because the development of the child in the latter part of his second year and at ages 2 and 3, he learns quite a bit, and we feel we can do more rather than waiting until he gets to 5.

Mr. STEIGER. What are you doing with respect to the State emergency supplemental aid given to Milwaukee? Do you use that in conjunction with title I funds, or do you go into other schools that are not covered by title I that you would like to cover?

Dr. TEEL. Because of the legislation, we use it in a supplemental way. Presently, the State legislature earmarks the money for two programs, one, the special reading project, although we have the whole curriculum in these schools, but it focuses on language arts, and the second for teacher aides in the inner city.

It is used in a supplementary way in the same schools.

Mr. STEIGER. Do you share the view expressed by those from Arkansas who testified here this morning both as to the need for additional funds coming to the city school system in Milwaukee under title I and the obvious question of when those funds come to you so you can adequately plan for their use?

Dr. Teel. We need more funds, but we would not—and if I tried to say how much more I would have to do some estimating at the best—but if we reach the additional numbers of schools we talked about, if we moved to serve all age levels, if we moved downward to the preschool, this would call for additional money.

But I think a significant point to keep in mind is that it takes time to plan for and use this money wisely, and if we suddenly receive great increases in money, we could not use it wisely.

The action of Congress, I think, of progressively increasing the funding has served us very well. We have been able to move forward and still manage it very well. If we received great additions in money, we would not be able to staff programs or house them. It would take time. That is my point.

Mr. Steiger. Dr. Buchmiller, in your statement you give a very unqualified endorsement of the Federal Government's efforts through title I, and you back it up for some pretty good data, for which I am grateful, since that is one of the things we have not had. Both of you have done a good job in supplying us with something we can sink our teeth into, which gives us a basis of saying that it is or isn't working.

You made the complaint, I think appropriately, that the State's role is limited, given the fact that you can use but 1 percent to hire the administrative staff necessary to use this. You are saying that you believe that if this program is to operate and if the State is to play an effective role, that the amount of funds that can be used for administrative purposes at the State level should be increased.

Dr. Buchmiller. I agree with that. You recall my reference to the geography. Two-thirds of our school districts are small, and the technical help they can get, if it is available, would most likely be through our office.

I want to back this up that beyond title I we are moving in the direction of one of your previous questions, the direction it went to. We just received a grant of $90,000 from USOE to go into planning. That is apart from the Federal earmarked funds, and it is to get a better design capability of the local school district.

But here, too, we are scratching with very minimum manpower at the needs of these areas.

Might I as an aside put in a little information?

I recently did an analysis of all 371 school districts in Wisconsin. You ask for comparability data, and you know the amendments passed—and in 1972 we will mandate this data. But the in-district data is not available almost anywhere in this Nation, and even interdistrict in the State is not available. I have some, if you will permit me to put it in the record, in a thesis I did. It is pretty dramatic.

Title I furnishes one-half of our annual amount through our office, about $13 of the $31 million.

Now, when this money is distributed on a per capita basis to school districts, it is interesting where it went on a per capita basis. Small districts got about $35.82 per capita on the total distribution of all programs. The rural—the 67 largest districts in the State of Wisconsin—got a per capita distribution of $16.25. The greatest need is there and it got one-half of the distribution.

The Chairman. I would like you at this point to tell the committee how much more additional funds you could efficiently utilize to do the job.

Dr. **Buchmiller.** I think Dr. Teel makes a very valid point. It is easy to say we need x number of dollars, but we need to get it incrementally, not in a lump sum.

The **Chairman.** You have a lot of local funds supporting the special educational programs in your city?

Dr. **Buchmiller.** Yes.

The **Chairman.** You were one of the forerunners that set the pattern for the Federal act.

Dr. **Buchmiller.** Yes. I hope we are doing our share both in general State aid and special State aid. But in the incremental development funds, we ought to have, in my opinion, and I think research will bear this out, that for the disadvantaged student we ought to have at least half as much of our average expenditure in the school in addition to put on top of this.

As Dr. Teel said, this may mean $350 a person. So, we ought to have roughly $150 a person for the existing population, the 74,000 we are serving, or if you want to take the whole group, 150,000.

Now, if we are going to get to that level, then you can multiply 150,000 times roughly $700 to $1,000 as a target financial amount for the disadvantaged in the State of Wisconsin.

Mr. **Steiger.** Let me thank you both for doing a very good job.

Are there any comments that you would wish to make beyond those in your statements as to improvements that you think could be made in the law that would make your jobs, State or locally, easier? What do we do to do this job most effectively?

Dr. **Teel.** My reaction, Mr. Steiger, is that we have been able to operate very effectively within the present law. The amendments, increasing funding, the provision for carryover from one fiscal year to another unexpended funds, have been of great benefit, because we can do a better quality of planning if we can carry the money over and not have to plan for it on such short notice as we did previously when we would find out very late in the year that we were getting an additional few hundred thousand dollars.

I think the points of more advanced funding, official information on what funding is going to be received is important to allow time for language, to give stability in our program, stability to our staff, so they know the money is going to be there for them to continue.

Other than that, I would have no particular suggestion.

Mr. Nuhlicek is the one who has to coordinate the planning and work. Do you have any comments?

Mr. **Nuhlicek.** I am not sure what effect legislation would have here, but I think in Dr. Teel's statement we alluded to what we feel our stance is on the different levels of acceptance of evaluation. I think there has been, from the very inception of title I, a basic dichotomy or conflict about what is acceptable evaluation at different levels of decisionmaking, and I think this is really capsulized in this statement of the National Advisory Council on Education of the Disadvantaged.

When the lay personnel advising the President of the direction of this categorical program indicated that we should be very concerned about measuring the student's change in the affected areas, his feelings about himself and his school, which affect, of course, his success in school, they recommended that perhaps this is perhaps equally important to the achievement areas of success.

The problem is that the American Institute of Research, which actually did the research which pointed out the 21 exemplary programs out of 1,000 in the Nation, said it is contrary to what the lay personnel on the Council were advising the President. So, we have had the basic conflict from the beginning of title I.

Are we simply looking for achievement gains, or are we looking at the total effect on the student in our schools? I think if we could ask for clarification on what the intent of title I is here, the fact that we actually feel there are many indicators of success that we have attempted to point to in our report, rather than just achievement.

Mr. STEIGER. That is a good point.

Mr. Buchmiller, do you have anything?

Dr. BUCHMILLER. Yes, I do. Since we are a rural State, we need to extend the technical outreach arm of our office to provide the resources that smaller districts need to plan and evaluate to use funds effectively.

In many of the programs, and I am not speaking just of title I, there are earmarked sections, like 15 percent for the disadvantaged in title III, and in other places. In one place close to home, one single person has to apply for this, and he has to deal with six or seven programs on the same population group. It becomes a hazardous process. Concentration into a single program of funds so that it can be maximized to do its utmost with all available financial resources is important.

The next thing is, set in the law the procedure to make States accountable and give financial resources to develop a State plan so that in fact there can be coordinated planning on priorities. Right now this is an almost impossible situation. The new legislation provides that the planning assistance to Milwaukee—while they are perfectly capable of doing it—goes independent through the commissioner's office, and we are charged with the overall State coordination.

This is true in another title. There is really no way you can fix accountability. I say focus it, make the States come up with a plan, and a plan for title I, because the criteria set in title I with guidelines, somehow try to get to a national equal standards.

As desirable and idealistic as that may be, it is very difficult in 50 unique entities. So, let each of them adapt a little more uniquely to their own circumstances; their own mix of urban and rural poor.

Mr. STEIGER. That is very helpful. I concur with you, and that is why I think you are right.

Thank you very much.

Thank you, Mr. Chairman.

Mr. MEEDS (presiding). Mr. Teel, I have a few questions.

Does the Milwaukee school district encompass the entire city limits of Milwaukee?

Dr. TEEL. Yes; it does.

Mr. MEEDS. What is the ratio of minority groups—blacks, Indians, and Spanish Americans—in Milwaukee? If you know.

Dr. TEEL. Roughly 20 percent, give or take a point or two.

Mr. MEEDS. Are they, as in so many of the large cities of the Nation, located generally in a group of schools in the same area?

Dr. TEEL. Yes. To a certain point of concentration. This, however, I think follows income, economic lines, more than it does racial or ethnic group lines.

The black population of the lower income group is concentrated primarily in the inner city. The Spanish-speaking are in a couple of pockets along the south side of the city and another along the north side of the city.

Mr. **Meeds**. Do you have any schools that are above 85 percent black?

Dr. **Teel**. Yes.

Mr. **Meeds**. How many?

Dr. **Teel**. I don't know offhand. I am told there are about five.

Mr. **Meeds**. Are these located in the area you just talked about?

Dr. **Teel**. Yes, sir.

Mr. **Meeds**. Are title I funds being used in all of the schools in which there are at least 20-percent black, or other minorities?

Dr. **Teel**. I would not want to say that, although I am having to—in which there are at least 20 percent?

No, no, definitely not. The two schools about which Mr. Steiger inquired earlier, two of our high schools, would be an example of this, both of which are majority black. One is receiving title I funds, and the other is not. But the other does receive, again because of economic circumstance of the district it serves, some other kinds of categorical aid from local sources and State sources.

Mr. **Meeds**. Which is the school that is not, that is predominantly black and is not receiving title I funds?

Dr. **Teel**. I am referring to Rufus King High School.

Mr. **Steiger**. If the gentleman would yield, would I be wrong in assuming that after the 1970 census is completed, Rufus King would be eligible for title I funds?

Dr. **Teel**. It might be, but I doubt it. We have studied this matter as carefully as we can, and we have tried to anticipate from the data we have, and we have made a careful analysis of the number of families where aid to dependent children is received, for example. We have used the Milwaukee general consumer survey of the community. Information is provided there. It would appear, again at the present level of funding, to provide concentration of service that we would not be able to serve that school.

With a higher level of funding, we probably would be.

Mr. **Meeds**. Would you tell me the factors which eliminate Rufus King High School from title I funds? Why have you not given title I funds there?

Dr. **Teel**. Because of the different level of family economics in the district served by the school. We are concentrating our title I funds in those school districts where there is the greatest concentration of low-income families.

Mr. **Meeds**. Does Rufus King High School, then, serve an area which is populated largely by middle-income and upper-income blacks?

Dr. **Teel**. The area is in rapid transition. A number of the middle-income groups have moved from the area, and in a number of cases they have been replaced by people in the lower income groups.

A number of the blacks in Rufus King are middle income.

Mr. **Meeds**. What is the median income level in the district or area served by Rufus King High School?

Dr. **Teel**. I cannot give you that.

Mr. **Meeds**. You must have made a determination on some basis, Dr. Teel, as to why Rufus King would not receive title I funds. I assume it was primarily economic.

Dr. **Teel**. This is true.

Mr. **Meeds**. Based on that, you must have some idea what the median income is. If you don't, then please tell me how you made the determination.

Dr. **Teel**. Yes. Mr. Nuhlicek will help me provide more specific information here. The determination was made on a comparative ranking among the districts of the income level as we could determine it. The data available on family incomes is not nearly as good as it should be.

We hope the 1970 census will give us better data. We are also developing data banks within our own school system which in turn will give us better information.

Mr. **Meeds**. Tell me—is this the kind of school district or area served by this school? Is this a transitional type of area where whites and others are moving out and blacks are moving in?

Dr. **Teel**. This has been the effect over the past half dozen or 8 years.

Mr. **Meeds**. How long has Rufus King been—I think you said about 100 percent black?

Dr. **Teel**. No. It is about 60 percent black.

Mr. **Meeds**. Sixty percent.

Dr. **Teel**. I was responding to your question of the level of 20 percent.

Mr. **Meeds**. How long has it been 60 percent?

Dr. **Teel**. The percentage increase has increased progressively. About 3 years ago, it was just under 50 percent, and during that period of time it has increased to its present level.

Mr. **Meeds**. About 10 percent in 3 years?

Dr. **Teel**. Yes.

Mr. **Nuhlicek**. Could I respond to this?

Dr. Teel has indicated that we have many more schools eligible for title I service based on the percentage of children from low-income families, and in order to make this kind of assessment, using the criteria spelled out by the Federal guidelines, the most valid indicator that we had this particular year to redefine the target area was the use of the AFDC criterion.

When this was applied to the schools, Rufus King is still in the eligible area. However, we are also trying to literally apply the concept that really was focused upon by all of the speakers here this morning, and that is, what is a sufficient concentration of services for the schools within the eligible area.

So, we basically—there were about 50 schools that were served initially in 1965 and 1966 with title I funds. That has been pulled back to 32 schools, where we feel we can make a commitment to the children in these 32 schools based on the funds we have.

Mr. **Meeds**. You have made a value judgment in Milwaukee, then, that you would rather concentrate your funds a little more precisely in target areas than just those who meet the eligibility standards?

Mr. **Nuhlicek**. Yes. I think our State department has given us some leadership here, too. They have progressively raised the per-pupil costs that they would like to see in the title I program this present year. They have asked us to concentrate at least $200 per student in our title I program. This has allowed us to serve 14,000 students.

Mr. **Meeds.** Do you have the capability of breaking down within your school district accounting procedure the per-pupil expenditure in each of your schools?

Dr. **Teel.** Not to any complete degree presently. This, again, is a number of the areas which we are moving into. Last year we moved to what we called locational budgeting in our schools, where there is a budget for each school.

This raises a number of complications which I won't mention here, but we, too, feel that we need better data on the per-pupil costs in schools than we have, with greater accountability.

Mr. **Meeds.** Is it your judgment that the per-pupil expenditures in Rufus King High School are normal or average for high schools in the Milwaukee school district?

Dr. **Teel.** They are about average.

Mr. **Steiger.** Would the gentleman yield?

Mr. **Meeds.** Yes.

Mr. **Steiger.** We did go through some of this a little earlier.

On the question of high schools, in the determination you made to concentrate, going from the 50 schools down to the 32 schools, did you also make a conscious determination to concentrate more at lower grade levels than upper grade levels?

Dr. **Teel.** Yes. Our greatest concentration is with children from kindergarten through grade 4. As I indicated, we have a real concern about moving to reach children at younger ages. At a secondary level we are limiting our service to the hard-core disadvantaged in each school, that is, about 50 to 100 children in each school, trying to intensify and individualize the programs there.

Mr. **Meeds.** When you had allocated your schools among the 50 schools, was Rufus King one of the schools at that time?

Dr. **Teel.** Yes; it was.

Mr. **Meeds.** This is on another subject, but I would like to get your advice more than anything. I know these are very general questions.

A number of us are thinking about legislation, and the President has asked for, and some of the Members on the other side have introduced, legislation called the Emergency School Funding Act, which is primarily to be utilized for attempting to aid those school districts which have substantial problems caused by their attempts to integrate, or their attempts not to integrate, whichever way you look at it.

A number of us have thought that perhaps one of the best answers would be to just put more money in title I.

Now, from your answers, it would appear that if we put more money into title I, Rufus King still wouldn't get those funds.

Dr. **Teel.** Could I respond there, Mr. Meeds?

Mr. **Meeds.** Please do.

Dr. **Teel.** Yes. As I understand it, if the legislation were fully funded right now, we would be receiving additional amounts of funds that would enable us to expand the number of schools we are serving, and on that basis I am confident that Rufus King would be one given priority in this regard.

If the title I funding were expanded, just using a quick estimate here, let's say if it were increased 100 percent, we would be able to reach the rest of the eligible title I schools.

If it were increased another 50 percent, and I am throwing out percentages somewhat irresponsibly, I guess—but if it were increased another 50 percent, then we would be able to perhaps move into the junior and senior high schools as we feel we need to.

In terms of serving preschool youngsters, we would be talking about additional money. But just to reach the eligible title I schools and to serve both at the secondary level, where now we are concentrating at the lower grades, I think we would be talking about at least a 150-percent increase.

Mr. MEEDS. Would it be your judgment, and using the Administration's terminology, that Rufus King is a racially isolated school? That is to say—is it becoming more black, and it appears from your testimony so far that it has—is it becoming more black even though the quality of education has been increasing there?

Dr. TEEL. It is becoming progressively more black. I would not want to—I would not be honest if I didn't speak to your second point. We are having increasing problems in that school with the quality of education.

Mr. MEEDS. Would you like to tell me why just very briefly and generally?

Dr. TEEL. Because of the needs of the youngsters that attend the school, the special instruction they need to compensate, if I can go back to the concept of compensatory education, for some of the lack of opportunity they have had, the frequent movement.

One of the things we are trying to do, and I keep alluding to having inadequate data, but that is the truth of the case, one of the things we are trying to do is to get data on youngsters who have been in Milwaukee less than 3 years with the migration inward. You have a group there, and if these youngsters are simply perceived on the same basis as others, it makes your program look different in terms of results than if you take youngsters who have been with you 3 years or more.

Rufus King would be one of those schools which receives youngsters who move in, and for one reason or another do not come to the school with what the child who has been through a continuous program would bring to it.

There are crowded living conditions which create frustrations and tensions and cause youngsters to strike out physically in protest and violence. This calls for special needs. It calls for more than controlled punishment. It calls for rehabilitation, counseling, and guidance, building back to success.

Mr. MEEDS. Thank you very much. You have helped me.

If I may ask the next witnesses to be here at 1:15, the committee will stand in recess.

Pardon me, I mean these witnesses. We will ask the Arkansas delegation to return at 1:15, and if you gentlemen will wait, he has questions of you. We will convene again at 1:15, and the committee now stands in recess until that time.

(Whereupon, at 12:15 p.m., the committee recessed to reconvene at 1:15 p.m., the same day.)

AFTERNOON SESSION

The Chairman. We will resume the hearing. Go ahead.

FURTHER STATEMENT OF JOHN FORTENBERRY, ASSISTANT SUPERINTENDENT OF SCHOOLS, LITTLE ROCK, ARK.; AND C. E. MORRIS, COORDINATOR, TITLE I, LITTLE ROCK, ARK.

Mr. Fortenberry. Let me give you, Mr. Chairman, a little background on our Little Rock school district. We received a verdict from the Eighth Circuit Court of Appeals in St. Louis which turned down our plan of desegregation and referred back to the district court, and mandated that we submit another plan for desegregation prior to the beginning of the school year in September.

The plan that we will present, tomorrow, by the way, does call for increased desegregation in our school district, and this plan, of course, will dictate that we spend additional money, and this bill, as I see it——

The Chairman. You are talking about H.R. 17486?

Mr. Fortenberry. Yes. This bill will certainly help us in our plan for desegregation.

The Chairman. Just how will it help you?

Mr. Fortenberry. It will help us in this respect, that the authorized activities in this bill, such as the addition of professional staff members to help train and retrain members of our staffs in the school district that will help the process of desegregation.

It does, in other words, many of the things that title I is already doing, if there were sufficient money.

The Chairman. I didn't get the last statement.

Mr. Fortenberry. The bill does many of the things, in fact, practically all of the things that title I already does, if there were sufficient funds in title I for us to draw from.

Then this bill, in my opinion, would not be necessary. But on the other hand, we certainly can utilize the bill.

The Chairman. You mean if you had sufficient funds in title I, this bill would not be necessary?

Mr. Fortenberry. Yes, sir; I believe this is what I am saying in my cursory glance at the bill. It provides remedial services. It provides for counseling and guidance. It provides for the repair or remodeling and alteration of school facilities, administrative activities such as rescheduling of students, which we will have to do.

All of these things could be under title I, but since there are not sufficient funds——

The Chairman. You would not recommend that any title I funds be expended for this purpose?

Mr. Fortenberry. No, sir; I wouldn't due to the lack of funding of title I.

The Chairman. Anything we do should be done on top of the present funding of title I?

Mr. Fortenberry. Yes, sir; that is correct. But I think the bill, the intent of the bill as I see it, is a positive move to encourage school districts to desegregate, which would be, I guess, the opposite of what is going on at the present time, and that is, if school districts do not desegregate then they cut off the funds.

But I think, essentially, it is a good bill and will be beneficial to us in the Little Rock school district.

I am not sure about some of what I would refer to as the redtape in the bill. I have difficulty trying to interpret some of it, but we will need funding from this bill, if it is appropriated, prior to the beginning of school in September.

The Chairman. Do you have any other source from which to obtain funds, if you do not get funds from the Federal Government, to accelerate the desegregation program and the plan that you are going to be required to come forward with under the court order?

Mr. Fortenberry. No, we do not. This would be the only source that we are aware of at the present time. Possibly, title IV of the Civil Rights Act might be of some help. I am not sure.

The Chairman. Have they furnished you any assistance under title IV of the Civil Rights Act? If so, to what extent?

Mr. Fortenberry. They have furnished us some assistance in appropriating money for desegregation institutes, in working with teachers to acclimate them to the process of desegregation and working with children in desegregated schools.

We have received money from that act for that purpose, but we have received no money for repair, alteration of buildings, rescheduling of students, counseling, guidance, things of this nature, that this bill does call for.

The Chairman. How does the gentleman sitting by your side see this bill?

Mr. Morris. Mr. Chairman, I am Clarence Morris, from the department of education in Little Rock .

I am concerned over the difficulty faced by small rural districts in preparing the proper plans and application forms to submit to HEW.

I find no provision made for assistance to these in developing proper plans. Second, there appears to be little, if any, participation directly by State agencies in the administration of the act, in spite of the fact that one State agency has had legal action brought against it by the Government to bring about total desgregation of all its schools.

Title I of ESEA and title IV of the Civil Rights Act already provide for most of the activities and services herein, and I wonder about the further slivering of Federal aid into another agency, or into another Act.

Lastly, I am not sure I understand the purpose of section 11. I wonder if this clause means that the President through regulation may place title I funds for remedial education, in-service training funds under OEO, under any one of these agencies for administration and, if so, I would have reservations on that point.

The Chairman. Are there any other comments you care to make?

Mr. Fortenberry. I think there is one other point that the bill seems to call for. Schools that are not racially balanced, it provides for schools that would be in a neighborhood where there would be a large majority of racially segregated students according to race, but on the other hand, it does provide for the practical aspects of the integration of students in a school system.

I would support the bill, Mr. Chairman.

The CHAIRMAN. I want to take the opportunity to compliment you gentlemen. You have been most helpful to the committee, and I hope to see the day when we can more adequately funds these programs.

I am going to do my best to see that the rural areas and the metropolitan areas have adequate funding for these most beneficial school programs.

Thank you very much.

Mr. FORTENBERRY. Let me say this, Mr. Chairman. Both Mr. Morris and myself had very little time for preparation.

The CHAIRMAN. I know it. I regret that. I intended to notify you earlier, but another subcommittee was working in this area, and I suspended my hearings for a month or 5 weeks, but I regret that we did not give you adequate time to prepare well.

But I think you came well prepared in any event.

Mr. MORRIS. Mr. Chairman, I would be happy to provide what information I could to the committee, and I would like to express my appreciation to you as chairman of this committee for the interest that you have shown over the years in public education, especially including education in the rural areas of the country.

Mr. FORTENBERRY. Thank you very much.

The CHAIRMAN. Thank you.

Come around, gentlemen.

FURTHER STATEMENT OF DR. ARCHIE BUCHMILLER, DEPUTY STATE SUPERINTENDENT, WISCONSIN; ACCOMPANIED BY DR. DWIGHT TEEL, DEPUTY SUPERINTENDENT OF SCHOOLS; AND ALLAN NUHLICEK, TITLE I SUPERVISOR

The CHAIRMAN. I would first like to compliment you on your presentation this morning. It was a fine statement.

Give me your views on the President's proposal for school desegregation. I know you didn't come here for this purpose, but perhaps you can give us your opinion of this proposal.

Go right ahead. Identify yourselves for the record again.

Dr. TEEL. Mr. Chairman, I am Dwight Teel, deputy superintendent of the Milwaukee public schools.

I think I should mention at the outset, that Milwaukee schools would not be involved as far as de jure segregation is concerned. We would be involved, perhaps, in cases of de facto segregation.

I would have some concerns in terms of the consequences of the bill, depending on how it might be enacted and implemented, particularly if its enactment pulled money away from the kind of programs we were describing earlier today that are made possible through categorical aids under title I specifically.

The CHAIRMAN. Anything we do should be done on top of title I? Is that what you are telling the committee?

Dr. TEEL. Yes. I am saying that the quality of educational programs, and the point that we sought to make this morning along with the rest of our comments was that so far we are doing only a partial job of compensatory education.

The quality of the educational experience and the type of the educational experience of the child, regardless of other circumstances, is paramount, and any other maneuvers, it seems to me, are not going to be effective unless this quality of educational experience, in whatever setting, is good.

So, I would plead that we not deplete resources supporting the kinds of programs we were talking about this morning for this program.

I would raise another question, and that is the implication that I think any attempts to achieve integration will have, particularly with large cities, if you must deal only within the present city jurisdiction.

There have been indications, and we alluded to some this morning, of neighborhoods in transition where middle-class and upper-class income groups move out as lower-income groups move in, and to a certain extent there is a correlation of racial and ethnic groups with the economic situation.

But if you deal only within the political boundaries of the city of Milwaukee, for example, you may be mitigating against your goals by those opposing such integration, simply fleeing the political boundaries and going to the suburbs.

So, I think we are talking about a metropolitan situation rather than a particular geographic one.

Now, possibly there are certainly very important needs in terms of people, regardless of race or ethnic group, accepting, appreciating one another, living together harmoniously and productively, and I think those provisions of the bill which would provide some resources, if they do not take away from other programs we talked about, those provisions that would enable the school system, working in conjunction with other community agencies, and I think it would have to be in conjunction with other agencies, because you are talking about the total lives of people, to work within the community, to work with parent groups, developing understanding, identifying problems, rather than having people act on the myths that exist, I think this kind of community support by the right people who know how to work in this area would make an important contribution.

I think I would stop there and give Mr. Buchmiller a chance to comment.

The CHAIRMAN. You can do that under title IV of the Civil Rights Act now, can't you?

Go ahead and make your observations.

Dr. BUCHMILLER. Mr. Chairman, as I examine the bill, and I believe I have seen earlier sample drafts before this, I think I cannot fault it for its focus, its intent, and its need, as consistent with the established legislative intent in the past.

But the need for services to pupils in school districts concomitant with desegregation is critical if we are to believe the research of Jensen, Coleman, and others.

However, the basic fault that I believe I would find would be that of the process. As I read the bill, Mr. Chairman, the type of activities that would be intended, I believe, are almost parallel with those of title I. For example, grant aid and so forth to curriculum, guidance, counseling, development of new instructional techniques, inter-racial programs are similar to what things we find in title I.

Now, specifically, then, the process would establish another piece of legislation with similar purposes and programs and goals administered by the Secretary of HEW rather than the Office of Education, and if you will recall my remarks this morning, it is getting awfully difficult to find the pieces of accountability as it is spread all over. It is not good for the planning process.

I also believe that in the way it is structured this differentiated programing and authorization and enactments defeat the real purpose of providing an adequate program for kids, by combining resources. You have to go again to these many types.

Last of all, and I must speak from my point of view, I must object to the kind of, well, just mainly, the bypass of the local school district or the State. These grants would be made directly by the Secretary of HEW as I read the bill. They would go to the individual school district, and they may or may not be concomitant with the purposes, plans and programs of other enactments, such as title I, title VI, title IV of the Civil Rights Act, and titles II and III of ESEA.

So, briefly, these are my comments concerning the mechanics of the bill, but its intent and need, I don't think we can fault it on that.

Again, I emphasize that research we have emphasizes that services must flow with students to whatever school they attend. We can't just send them to another place and assume the services don't have to follow the children.

The **Chairman**. Are you gentlemen satisfied with the distribution formula, counting the children of minority groups in the school systems that are under court order? Do you feel the proposals justify more expenditure?

Dr. **Teel**. As I understand that, Mr. Chairman, school systems such as ours would not be affected.

The **Chairman**. That is correct. This only deals with—the proposal, as I understand it, only deals with de jure segregation.

Should it likewise deal with de facto segregation, in your judgment, or should we deal with de jure first, before we get into de facto?

Dr. **Buchmiller**. Mr. Chairman, I believe on page 13, subparagraph g, it is addressed to the fact that they are isolated schools.

The **Chairman**. I am incorrect in my statement. You are correct.

Do you see as much good coming from this proposal as could come from any other source to bring about desegregation in schools? Would you attack it from any other viewpoint, other than in this way? Do you have a better proposal, in other words?

Dr. **Teel**. I am not prepared to speak to that.

Dr. **Buchmiller**. Mr. Chairman, it is a deep and complex problem, and I would like to put more thought into it before I respond to that question.

The **Chairman**. You want to put more thought into it?

Dr. **Teel**. Yes. I think it is much too important to comment off the cuff.

The **Chairman**. Yes. Let me compliment you gentlemen from Wisconsin. You have been most helpful to the committee on the operations of your grade school system, and I look forward to your appearance before the committee again some time in the future.

Thank you for having come before us today.

Dr. TEEL. Thank you very much, Mr. Chairman.

The CHAIRMAN. We will recess to the call of the Chair.

(Whereupon, at 1:40 p.m., the committee recessed subject to call.)

(The following articles were submitted for the record:)

THE STATE SUPERINTENDENT OF PUBLIC INSTRUCTION,
Madison, Wis., August 11, 1970.

Mr. JACK REED,
House of Representatives, Committee on Education and Labor, House Office Building, Washington, D.C.

DEAR JACK: At the July 9, 1970 hearing, Mr. Perkins requested comments on H.R. 17846. While we were not prepared to give a substantive analysis, I subsequently have tried to evaluate this proposal from a *state* and *local school district* point of view. It is my view that this bill falls within the program scope of the Civil Rights Act of 1964 and Title I of the Elementary and Secondary Act.

The purposes of H.R. 17846 (Sec. 2(a) (b) (c)) appear to address two distinct kinds of problems. Section 2(a) relates to de jure segregation, while 2(b) is de facto segregation and 2(c) is educational improvement of programs in any school building with a 50 percent or greater minority group enrollment imbalance. Thus it seems apparent that this purpose falls within the framework of existing legislation P.L. 88–352, section 401 and 405 and Public Law 91–230, Title I, ESEA, section 131.

The allocation formula (pages 3 and 4) weighs the allocation (page 4, lines 1–19 to states on the basis of number of children who are in districts *carrying out orders* for desegregation. This places the priority squarely on the de jure condition.

Eligibility (pages 4–5) again emphasizes in Section 5(a) (1) de jure situations and Section 5(2) (3) de facto situations. Section 5(a) (3) would require at least 10,000 students or a district average of 50 percent ADM who are racially imbalanced. (Wisconsin, probably only Milwaukee qualifies.) Thus, it is only under Section 5(a) (2) that grants would affect a number of school districts who would try to overcome plans to eliminate, reduce or prevent racial isolation.

The section on authorizing activities (page 7, section 6) includes such things as (a) staff training, (b) remedial services, guidance, etc., (c) inter-racial programs, (d) building remodeling, (e) transportation, (f) community activities, and (g) administrative mechanisms. One would be hard pressed to distinguish differences in programs or for groups of pupils under Title I, ESEA especially as amended in 1970 under special urban and rural projects. (See Part C, P.L. 91–230.)

Thus, the existing Civil Rights Act and Title I, ESEA already provide authorizing vehicles which could be adapted to fulfill the entire purposes of H.R. 17846.

The now too often implemented (and as often denied) classical by-pass of states is established on page 9, Section 7. The argument is made that only at the HEW Secretary level can the necessary coordination with other HEW programs be affected (page 15, Section 11). I suspect that (a) this is not really the case in H.R. 17846 and (b) would not be so if the de jure applicable portions were made a part of the Civil Rights Act of 1964 and the educational program improvement for racially imbalanced school buildings were incorporated in Title I, ESEA.

On page 12, the bill refres to the amount of state assistance, which I take to mean technical and financial, that may be available. I suspect this really means (and is known to be) zero assistance insofar as many, if not most, of the states are concerned.

The National Advisory Council proposed (page 15, Section 12) could as easily be an adjunct of the Civil Rights Act as this bill.

Finally, it seems like a paradox that state and national task forces are trying to consolidate, simplify and reduce bureau layers on the one hand, while enactments continue to proliferate the layering and complexity of delivering programs, services and instituting social change.

Attached are some rough drafts putting the substance of H.R. 17846 into the Civil Rights Act and Title I, ESEA.

Sincerely,

ARCHIE A. BUCHMILLER,
Deputy State Superintendent.

(Public Law 88–352)

TITLE IV—DESEGREGATION OF PUBLIC EDUCATION

DEFINITIONS

SEC. 401. As used in this title—

(a) "Commissioner" means the Commissioner of Education.

(b) "Desegregation" means the assignment of students to public schools and within such schools without regard to their race, color, religion, or national origin, but "desegregation" shall not mean the assignment of students to public schools in order to overcome racial imbalance.

(c) "Public school" means any elementary or secondary educational institution, and "public college" means any institution of higher education or any technical or vocational school above the secondary school level, provided that such public school or public college is operated by a State, subdivision of a State, or governmental agency within a State, or operated wholly or predominantly from or through the use of governmental funds or property, or funds or property derived from a governmental source.

(d) "School board" means any agency or agencies which administer a system of one or more public schools and any other agency which is responsible for the assignment of students to or within such system.

(e)(1) "minority group children" means (A) children, aged five to seventeen, inclusive, who are Negro, American Indian, or Spanish-Surnamed American, and, (B) (except for the purposes of section 4), as determined by the Secretary, children of such ages who are from environments where the dominant language is other than English (such as French speaking and Oriental children) and who, as a result of limited English-speaking ability, are educationally deprived, and (2) the term "Spanish-Surnamed American" includes persons of Mexican, Puerto Rican, Cuban, or Spanish origin or ancestry.

(f) "nonprofit" as applied to an agency, organization, or institution means an agency, organization, or institution owned or operated by one or more nonprofit corporations or associations no part of the net earnings of which inures, or may lawfully inure, to the benefit of any private shareholder or individual.

GRANTS

SEC. 405. (a) The Commissioner is authorized, upon application of a school board, to make grants to such board to pay, in whole or in part, the cost of—

(1) giving to teachers and other school personnel inservice training with problems incident to desegregation, and

(2) employing specialists to advise in problems incident to desegregation.

(3) assisting any local educational agency which is implementing a plan of desegregation, or which has, within two years prior to its application hereunder, completed the implementation of such a plan, to meet the additional costs of implementing such plan or of carrying out special programs or projects designed to enhance the possibilities of successful desegregation.

(b) In determining whether to make a grant, and in fixing the amount thereof and the terms and conditions on which it will be made, the Commissioner shall take into consideration the amount available for grants under this section and the other applications which are pending before him; the financial condition of the applicant and the other resources available to it; the nature, extent, and gravity of its problems incident to desegregation; and such other factors as he finds relevant.

(c) In such cases where the Commissioner finds that it would more effectively carry out the purposes of this Act, he may make grants to any public or nonprofit private agency, institution, or organization (other than a local educational agency), and contract with any public or private agency, institution, or organization to carry out programs or projects designed to support the development or implementation of a plan, program, or project described in subsection (a) above.

(d) Such portion as the Commissioner may determine, but not more than 1 per centum, of any appropriation under this title for any fiscal year shall be available to him for evaluation (directly or by grants or contracts) of the program authorized by this title, and in the case of allotments from any such appropriation, the amount available for allotment shall be reduced accordingly.

ALLOCATIONS AND PAYMENTS

Sec. 406. *(a) Funds appropriated under this title for any fiscal year shall be allocated in an amount equal to two-thirds thereof among the States by allotting to each State $100,000 plus an amount which bears the same ratio to the balance of such two-thirds of such sums as the number of minority group children (as defined in subsection 401(c) in the State bears to the number of minority group children in all of the States. The remainder of such sums may be expended by the Commissioner as he may find necessary or appropriate for grants or contracts to carry out the purposes of this title.*

(b) Payments pursuant to a grant or contract under this title may be made (after necessary adjustments on account or previously made overpayments or underpayments) in advance or by way of reimbursement, and in such installments, as the Commissioner may determine.

(Public Law 91-230)

"PART C—SPECIAL GRANTS FOR URBAN AND RURAL SCHOOLS SERVING AREAS WITH THE HIGHEST CONCENTRATIONS OF CHILDREN FROM LOW-INCOME AND/OR MINORITY FAMILIES

"ELIGIBILITY AND MAXIMUM AMOUNT OF GRANT

"Sec. 131 (a)(1) Each local educational agency which is eligible for a grant under paragraph (2) of section 103(a) shall be entitled to an additional grant under this paragraph for any fiscal year if—

"(A) the total number of children described in clause (A), (B), or (C) of section 103(a)(2) in the school district of such agency for such years amounts to at least 20 percentum of the total number of children, aged five to seventeen inclusive, in the school district of such agency for such year; or

"(B) the total number of children described in clause (A), (B), or (C) of section 103(a)(2) in the school district is at least 5,000 and amounts to at least 5 per centum of the total number of children, aged five to seventeen, inclusive, in such school district*; or*

"(C) the total number of 'minority group children' meaning children aged five to seventeen inclusive, who are Negro, American Indian, or Spanish-surnamed American (including persons of Mexican, Puerto Rican, Cuban or Spanish origin or ancestry) and children of such ages who are from environments where the dominant language is other than English (such as French speaking and oriented children) and who, as a result of limited English speaking ability, are educationally deprived in any school of such school district of such agency for such year amounts to more than 50 per centum of the average daily membership of a school.

"(2) Each local educational agency which is eligible for a grant under paragraph (2) of section 103(a) and which (A) is not eligible for a grant under paragraph (1) of this subsection, but (B) would be eligible for a grant under such paragraph (1) if there were in the school district of such agency a relatively small increase in the number of children, aged five to seventeen, inclusive, described in clause (A), (B), or (C) of section 103(a)(2) *or clause (C) of paragraph (1) of this subsection* shall be entitled to a grant under this paragraph (2) if the State educational agency of the State in which such agency is located determines (in accordance with criteria established by regulation of the Commissioner) that such agency has an urgent need for financial assistance to meet the special educational needs of the educationally deprived *and/or racially isolated* children in the school district of such agency.

"(b)(1) The maximum amount of any grant to any local educational agency under paragraph (1) of subsection (a) shall be—

"(~~A~~) ~~for the fiscal year ending June 30, 1970, 30 per centum of the amount that such agency is eligible to receive for such fiscal year under paragraph (2) of section 103(a); and~~

"(~~B~~) for ~~any succeeding~~ *each* fiscal year, ~~40~~ *80* per centum of the amount that such agency is eligible to receive for ~~each such succeeding fiscal year~~ under paragraph (2) of section 103(a).

The aggregate of the amounts for which all local educational agencies are eligible under this paragraph for any fiscal year shall not exceed the amount determined in the following manner:

"(i) compute the total amount for which all State and local educational agencies are eligible under this title for that fiscal year;

"(ii) subtract from such total, a sum equal to the figure set forth in paragraph (3) of section 144; and

"(iii) if that portion of such total which is attributable to amounts for which local educational agencies are eligible under this paragraph constitutes more than 15 per centum of the remainder of such total, reduce such portion until it constitutes 15 per centum of such remainder, through ratable reductions of the maximum grants for which local educational agencies are eligible under this paragraph.

"(2) The maximum amount of any grant to any local educational agency under paragraph (2) of subsection (a) shall not exceed the maximum amount to which it would have been entitled if it had been eligible under paragraph (1) of such subsection. The maximum amount which shall be available to the Commissioner for grants under such paragraph (2) of subsection (a) shall be, for the fiscal year ending June 30, 1970, equal to 3 per centum of the total amount available for grants for such fiscal year under paragraph (1) of subsection (a) and, for any succeeding fiscal year, such amount shall be equal to 5 per centum of the total amount available for grants for that year under such paragraph (1).

"(c) For the purposes of this section the term 'State' means the fifty States and the District of Columbia.

"(d)(1) In making determinations under this section the Commissioner is authorized, in accordance with regulations prescribed by him, to use the most recent satisfactory data made available to him by the appropriate State educational agency. If satisfactory data for determining the number of children described in clause (A), (B), or (C) of section 103(a)(2) *or clause (C) of paragraph (1) of this subsection* in a school district for the purpose of subsection (a) are not otherwise available to the Commissioner, such determination may be made on the basis of data furnished to him by a State educational agency with respect to the amount of the maximum grant under part A of this title allocated by such State agency to the local educational agency for such district in the State for the purpose of the second sentence of section 103(a)(2), for the fiscal year preceding the fiscal year for which such determination is made.

"(2) Determinations under this section may be made on the basis of data furnished in accordance with section 103(d).

"USES OF FUNDS

SEC. 132. (a) Funds available for grants under this part shall be used solely for programs, and projects *and plans* designed to meet the special educational needs of educationally deprived *and/or racially isolated* children in preschool programs and in elementary schools serving areas with the highest concentrations of children from low-income *and/or minority* families, except that such funds may be used for programs and projects for such children in secondary schools serving areas with the highest concentrations of children from low-income *and/or minority* families if the local educational agency and its State educational agency determine (in accordance with criteria established by regulation of the Commissioner) that—

"(A) there is an urgent need for such programs and projects for such children in secondary schools in the area to be served by the local educational agency; and

"(B) there is satisfactory assurance that such programs and projects will be at least as effective in achieving the purposes of this title as the use of such funds for programs and projects for such children in elementary schools in such area.

"(b) In addition to meeting the requirements and conditions set forth in part D, applications for grants under this part shall meet such other requirements and conditions, consistent with the purposes of this title, as the Commissioner shall establish by regulation.".

STATE OF GEORGIA,
DEPARTMENT OF EDUCATION,
Atlanta, Ga., June 23, 1970.

Representative CARL D. PERKINS,
House Committee on Education and Labor,
Washington, D.C.

DEAR REPRESENTATIVE PERKINS: I want to thank you for the concern which you continue to show in the education of children across this nation. The programs about which you are requesting information have provided an educational resource for combating chronic problems. We are delighted to cooperate with you in any way possible to insure that the school systems in Georgia provide the needed information.

It is unfortunate that the soundness of the programs initiated by the 89th and 90th Congress is being questioned. However, in my judgment, impartial inspection will reveal that the inappropriate use of grant-in-aid funds represents isolated cases rather than the dominant pattern. The examples are typically drawn from the first year of operation of ESEA and represent insufficient management control resulting from the introduction of massive new programs in the middle of a school year.

The management of the ESEA programs has improved tremendously over the past several years. Local program planning, local project monitoring by state personnel, and project evaluation have increased so that local project personnel are constantly accountable for congruence between stated program objectives and project implementation.

Even greater progress can be made if funds are appropriated in advance of the fiscal year of their intended use. An alternative procedure to advanced funding would be the continuation of the technique utilized by Congress this year to permit funds appropriated in one fiscal year to be utilized in the succeeding year. In the present unsettled situation which has been characterized by late funding, such a technique would permit adequate planning and responsible management in all levels by eliminating the end-of-year pressure to utilize funds so that they would not be lost.

Federally assisted programs have presented difficulties for local school systems as well as state departments of education; however, they have also provided the resources for alleviating some of the chronic educational problems facing all states. In Georgia these programs have demonstrably contributed to higher school attendance rates, improved pupil health, increased staff, more highly trained staff and improved reading levels. As with every societal endeavor, we must constantly seek to improve the program and thereby increase the impact on the intended recipients. However, the programs are currently providing funds which are yielding desirable benefits for pupils.

With warm personal regards, I am,

Sincerely,

JACK P. NIX,
State Superintendent of Schools.

GEORGIA STATE DEPARTMENT OF EDUCATION,
Atlanta, Ga., July 15, 1970.

Hon. CARL D. PERKINS,
Member, U.S. Congress,
House Office Building, Washington, D.C.

DEAR CARL: Enclosed are an original and two copies of information relative to the accomplishments of the Elementary and Secondary Education Act in the schools of Georgia.

Please accept my sincere appreciation for the opportunity to present this information to your Committee in written form since I am unable to be present.

With best wishes and warm personal regards, I am

Sincerely,

JACK P. NIX,
State Superintendent of Schools.

STATEMENT OF JACK P. NIX

Mr. Chairman and members of the committee, I am Jack P. Nix, State Superintendent of Schools for the State of Georgia. I would like to take this opportunity of providing you information relative to the accomplishments of the Elementary and Secondary Education Act in the schools of Georgia. First of all, I would like to express sincere appreciation to you, Mr. Chairman, and members of this committee and, in fact, the entire Congress for the passage of the Elementary and Secondary Education Act. Provisions of this Act have made it possible for many "break throughs" in public education throughout this nation.

EVALUATION OF H.R. 17846 IN THE STATE OF GEORGIA

TITLE I, ESEA

Title I of the Elementary and Secondary Education Act of 1965 has brought to Georgia not only a tremendous impact for strengthening our educational programs for the deprived boys and girls for whom it was planned; but the effect of these programs upon all those not directly involved in projects has also been very great, indeed, due to the natural "spin off" of techniques, ideas, methods, innovations, evaluations, and disseminations.

Prior to Title I, the use of para-professionals in classrooms and in libraries was non-existent in Georgia. During the past regular and current summer terms we have utilized the services of 4,355 such persons. All of these people have been involved in in-service training programs with their professional associates and many of them will qualify themselves for the filling of more responsible positions. The school benefits derived from this one phase of Title I are among the vast number of intangibles which defy measurement; but we know they are very great.

Prior to Title I, only two of our 191 local public school systems operated kindergartens. During the past regular school term thirty-eight (38) systems ran early childhood programs enrolling 4,739 children; and currently we have seventy-eight (78) summer Title I projects serving this age group. The observable benefits of these programs have provided impetus to the movement to establish an early childhood educational program on a statewide basis which, I believe, will become a reality within the next couple of years.

Prior to Title I, local educational agencies employed very few school nurses, psychologists, and elementary school guidance counselors. We still do not have as many as we need; but the services which they provide are expanding under Title I and as their good works are made known additional school systems will make provisions for such services. We have fifty-one (51) systems with projects in guidance, counseling and testing.

The main thrust or focus of Title I has been upon the academic achievement of those children who have not accomplished as much as the averages for their respective age groups. The greatest impact here has been in the English-Reading area. English-Reading activities during the past year were included in all except thirty-five (35) of our 334 projects. Mathematics instruction was included in 147 projects and science in seventy-six (76) projects. In these and in other academic areas the smaller pupil-teacher ratios and the individualization of instruction which have been used, have enabled us to more nearly meet the individual needs of those children who have the greatest learning handicaps due to lack of personal attention.

By providing necessary medical and dental care, by utilizing additional social workers, and through the provision of nutritional services and essential clothing as needed the school attendance of many deprived children has been substantially improved. Suitable clothing enhances self esteem, and a reasonably full stomach in a sound body gives a child energy, interest, and enthusiasm which, when properly directed by a combination of professional and para-professional staff, result in a much higher degree of academic achievement.

Title I has provided instructional personnel with ample quantities of appropriate supplies and materials to implement their programs. Essential equipment and necessary construction have also been made available for project use. Even though we now approve less than two percent of our money for hardware and less than one percent for construction, when something of that nature is in critical need for the success of an otherwise approvable activity it is good to know that the need can be met.

Title I has greatly increased the amount of pre-service and in-service training provided to school personnel in our state.

This program has gotten many lay people involved in the education of our children. Many of them are parents of children in the program—parents who previously would not even attend a P.T.A. meeting. Now, they serve on planning and advisory committees also serve as a medium for coordination and cooperation with other community agencies which serve disadvantaged children. This prevents duplication of services and overlapping of programs as well as more effective and more economical operations involving such agencies as the Public Health Department, Comunity Action Agencies, Department of Family and Children Services, etc.

Title I has afforded technical assistance to the local educational agencies of the state not only through its own state administrative staff but also referring the LEA's to other professional individuals and institutions known to have expertise in the areas where help was needed.

Prior to Title I, only a relatively few local school systems in Georgia offered instructional programs during the summer months and most of those charged tuition fees for participation. This summer, all except thirty (30) of our 191 school systems are offering summer instruction for those who have the greatest need for it.

Title I has made cultural enrichement experiences available to great numbers of deprived children who otherwise would not have had the opoprtunity to attend musical and dramatic productions; to visit historical shrines, zoos, and various types of business establishment; or to particpate in regularly scheduled classes in art, music, or speech.

Handicapped children and those in need of vocational training have, in many instances, been provided assistance beyond that otherwise available from federal, state and local sources by being included in Title I projects.

An average of approximately one hundred (100) children of migratory agricultural workers in each of a dozen Georgia systems receive benefits from special projects designed from their academic, physical, and cultural development.

Handicapped and delinquent children being educated in state operated institutions are also profiteering from Title I activities and services designed especially for them. Whether the projects involve special class instruction for non-ambulatory children, the first state operated educational program for multi-sensory blind/deaf children, swimming and nature study for the mentally deficient, or special tutoring and on-the-job training for delinquents they are giving children in unfortunate circumstances advantages of learning which they would not otherwise have received.

The single greatest need of the Title I program in Georgia is one-hundred percent advance funding in order that all concerned with the program can plan effectively and efficiently for each year's operations under the Act.

Effects of the Elementary and Secondary Education Act on Visiting Teacher Services

The primary impact of ESEA on visiting teacher services in Georgia has been from Title I. Currently there are 40 school systems with approved projects including attendance services and 19 systems with social work services. The content of such projects varies from the addition of part-time attendance aids to the addition of professionally trained social workers on a full-time basis. This has greatly increased the numbers of staff assigned to work specifically with the disadvantaged. Since a great majority of the students and families with whom visiting teachers regularly work are in the general category of the disadvantaged, there has been a concomitant effect of improving services rendered by regular staff.

In addition to the direct services rendered in these projects they are in many cases functioning as models of a new method of service delivery in Georgia. Where para-professionals have been added to the existing social services, particularly those projects employing indigenous workers, an approach to differential staffing is being tested and proven effective in meeting the needs of the disadvantaged. This will provide an impetus toward reorganization of existing regular services.

In former years, a consultant was employed in the Visiting Teacher Unit of the State Department of Education whose specific job assignment was work with Title I social service projects. Decrease in federal funding has caused the elimination of that position with the result that less direct service is available to Title I projects from the Department of Education.

A recently approved project under ESEA Title III will demonstrate a new role and service model for social work in the schools. The project in Telfair County will employ a professionally trained social worker to coordinate educational and social service activities in a day care and kindergarten program. This will provide a model for similar activities in connection with plans for a statewide kindergarten program.

TITLE II ESEA

Title II, ESEA, Public Law 89–10 has made it possible to provide pupils and teachers in Georgia with multi-media suited to meet specific needs of both group of pupils and the individual pupil. The major break down is library resources, textbooks, and other instructional materials. The following shows items in each category each project year.

Fiscal year	School library resources	Textbooks	Other instructional materials
1966	669, 300	82, 272	22, 176
1967	536, 554	87, 484	9, 036
1968	615, 804	71, 680	6, 280
1969*	133, 733	1, 178	5, 955

*From inventory reports from 42 systems and a small percent of private schools. Reports are due on or before October 1.

At the beginning of the program there was an average of 6.9 books per pupil in school libraries and at the end of the program year 1968, there was an average of 8.91 books per pupil. This is an increase of one book per pupil per year.

There tends to be fewer funds being used to purchase textbooks each year. Of the forty-two systems reporting during the 1969 year, only two systems used funds for textbooks. The private schools reporting did not purchase textbooks.

Instructional materials that enhance instruction that are not available from other sources are provided through Title II funds. Some of these are transparencies, filmstrips, programmed materials, study prints, maps, globes, charts, etc.

Local projects are checked to make certain that Title II funds are not being used to supplant state, local and/or private funds and that materials approved were compatible for grade-level to be used.

School systems not meeting state standards of having ten books per pupil must devote seventy-five percent of their allotment to library resources.

Quality of materials purchased have improved each successive fiscal year.

Title II has made the major contribution of media to 117 new libraries since the program began. The economy of some school districts cannot provide media aids to support instructional needs. Loss of Title II funds would seriously handicap educational experiences of thousands of Georgia students.

The coordinator of the School Library Service Unit indicates that pupils and teachers are using more of all types of materials both within the classrooms and media centers. Title II has had a great influence in making available newer materials. More could be accomplished if more funds were available. Extension of the title would allow for establishing more special projects.

Supervisors in instructional areas have found from their visits to LEA's that Title II has contributed greatly in providing materials that are rich in depth and quantity, varied in types of media, appealing to and suitable for the user, as well as organized for easy accessibility.

TITLE III, ESEA

There are a number of very positive and favorable accomplishments which are developing through some of our Title III projects, and I have attached a special supplementary issue of our Georgia Department of Education information organ which we call *Georgia Alert.* This particular issue deals exclusively with Title III of ESEA and while not all of the positive accomplishments in Title III projects are cited, it gives a fair exposition of the kinds of educational practices we are investigating.

We are very strongly disposed in support of Title III as a program of education activity. As a result of the higher level of staffing which has been made possible under this plan, we find that there is a great deal of advantage providing specific staff assistance to LEA's in proposal development. Also, we are able to negotiate budgets for projects with much realism because of close association with LEA's. In addition to the technical assistance which can be provided by Title III project consultants, cooperative effort in proposal development has been improved by the inclusion of other state departmental technical specialists dealing with the subject areas to which proposals address themselves. This also makes it possible for us to give technical assistance in the implementation of projects once they are approved, and a continuous monitoring of project activities is carried out so that potential difficulties are usually averted before they become critical. We also have found it possible to conduct annual on-site evaluations with teams of hand-picked experts who not only are able to evaluate the project's progress toward reaching the stated objectives, but also can give project staff members real professional assistance in designing activities for the future.

We find that one of the most helpful changes which has come about is the Tydings amendment which has made it possible for us to gain, to some degree, the fiscal responsibility which would be even better served could we but have advanced funding for Title III.

A rather serious drawback in our view is the continuing increase in the set-aside types of funding being legislated into Title III, i.e., 15% for handicapped, 15% discretionary funds withheld for the Commissioner's use, and specified amounts being required for the purposes of the old Title V-A of the NDEA. If this philosophy of setting aside funds out of Title III continues, the dilution of innovative aspects of the program will be detrimental and conceivably might, in the not too distant future, have blown out the flame of innovation which is just beginning to realize vital results which can make tremendous improvements in education for boys and girls.

TITLE IV, ESEA—SOUTHEASTERN EDUCATION LABORATORY

The Southeastern Education Laboratory has a responsibility that is shared with local school systems, state departments of education, and colleges and universities. This responsibility is to reduce educational disadvantagement among children living in Alabama, Florida, and Georgia. The Southeastern Education Laboratory seeks alternatives to the existing curricula and instructional strategies currently utilized in schools within the region and identifies effective delivery systems for reaching children at the preschool level.

A larger proportion of disadvantaged children live in the Southeast than in any other region of the nation. Within this broad category we find children of lower-income parents, migratory farm workers, immigrants, rurally isolated whites and blacks, and those living in densely populated urban centers. Typically, the disadvantaged pupil is the child who, for one reason or another, has not received the intellectual and social stimulation of his more advantaged peers during early childhood. Many times this child will enter school enthusiastically, but soon discovers that the school is not prepared to meet his needs.

The major foci of the Laboratory are upon preventive and remedial interventions which will enable disadvantaged children to achieve at school performance levels equal to their more advantaged peers.

The Southeastern Education Laboratory was requested by the U.S. Office of Education to coordinate the efforts of the local, state and federal agencies in developing plans to improve six selected school systems in Georgia, Mississippi, and South Carolina. The staff worked closely with the Title I and Title III state department coordinators of eight Southeastern states so that the end product would be practical and realistic. As a result of this joint endeavor the Laboratory produced a set of documents to be used by local school Administrators for planning new programs and obtaining the resources and sponsorship necessary for the programs to succeed. The seven models are known as "SEL Pathways To Better School Series."

Staff members have been collecting and building a knowledge base that would make the Southeastern Education Laboratory a regional center for information about the disadvantaged. The staff has been refining target population data as pupil and teacher characteristics, backgrounds, and capabilities. The plan is to continue such efforts so that Southeastern Education Laboratory will have a knowledge about our region that is not available from any other source. By knowing the target population, the task of both identifying and developing materials and strategies can be accelerated so as to give the disadvantaged child new learning opportunities. Southeastern Education Laboratory is now capable of bringing into this region products that have been used successfully in other parts of the Nation but have not previously been used in the Southeast. Southeastern Education Laboratory is emerging as a major center for testing and installation of new products.

Southeastern Education Laboratory's Multisensory Language Development Project materials were pilot tested this past year. Revisions included a new sequence and a tighter design. Behavioral objectives have been refined on the basis of formative evaluation, and 1970–71 testing will demonstrate that MLDP is a significant product for kindergartens, Headstart, and other programs providing language experiences to disadvantaged learners.

A preschool product that will be field tested during 1970–71 by the Southeastern Education Laboratory, is Karnes' Ameliorative Program. This product is designed for three, four, and five-year-old children, on a task and performance basis. The content covers three major subject-matter areas: Mathematics concepts, language arts and reading readiness, and social studies.

The Southeastern Education Laboratory has deployed six mobile instructional units in the Southeast region for the basic purpose of developing a delivery system for selected preschool programs for four and five year old culturally disadvantaged children located in geographically isloated areas of the respective school systems. The secondary goal of the project was to design, field test and demonstrate a program to achieve the basic goal of the project. The Laboratory provided the units, the instructional material, and gave instruction to the operators of the units. The response of school administrators, parents and students has been spectacular.

Programmatic efforts of the Laboratory for 1970–71 are aimed at (1) strengthening the communication skills of disadvantaged pupils during primary school years; and (2) developing the intellectual and linguistic skills of preschool aged children. These efforts are conducted chiefly by two inter-dependent programs known as the Communication Skills Program and the Preschool Program. Each has its own objectives and goals which contribute toward the overall Laboratory goal of reducing educational deprivation in the Southeast.

Title IV of the Elementary and Secondary Education Act, 1965, clearly demonstrates the federal government's recognition of its role in translating educational theory into educational practice and its commitment to institutionalizing a national program for educational research and development. Congress is to be commended for its wisdow in legislating this act. However, several factors have combined that forestall the ability of the regional laboratories to effectively attack important educational problems. Although the act authorized $100 million for educational laboratories for each fiscal year 1966 through 1970 only approximately 25 per cent of that amount has been appropriated each year. Another factor that has reduced the effectiveness of the educational laboratories has been the annual funding of laboratory programs. It is difficult to describe the uncertainty that is generated by a lack of long-term planning and funding.

TITLE V, ESEA

Funds made available under Title V have been used to:

1. Support the Division of Planning, Research and Evaluation which since its inception two years ago has (a) designed, developed and is implementing the Georgia Assessment Project: (b) provided staff to the Goals Commission—a commission appointed by the State Board to establish long-range goals for education in Georgia; (c) designed, and is preparing to implement, a project for the development of planning, evaluation and information, systems and a staff development program; and (d) has provided research and statistical support for the Department.

2. Support the Financial Review Section in its endeavor to provide improved financial leadership to local school systems. It has developed, and updated continuously, an Accounting Handbook for use by local systems; it conducts training programs for local fiscal personnel; and reviews fiscal record keeping and fiscal operations in local systems. It, also, provides guidance in the use of and accounting for funds made available by Federal programs.

3. Provides support to the Administrative Leadership Division which is responsible for liaison between the Department and local school systems. A Di-

rector of District Services is provided for each Congressional District. This Division has made a significant contribution through the implementation of the Standards Program.

4. Support the Division of Curriculum Development in the areas of science, math, foreign languages, music, reading and social studies.
5. Support the Division of Special Education and Pupil Personnel Services in providing consultant school psychological services for local systems and providing consultant assistance to the visually handicapped.
6. Support the Personnel Services Branch in its recruitment, orientation and training programs.
7. Support staffing and equipping the Publications and Information Services Branch.
8. Support the General Services Branch in the areas of printing, stenographic services, records management and inventory.
9. Support the Fiscal Services Division in the area of Federal program accounting.
10. Support staffing and equipping in the Division of Systems and Data Processing.

Overall, Title V is presently supporting, in full or part, 57 positions in the Department.

Since its inception, Title V has enabled the Department to undertake many significant activities, several of which have been subsequently financed from State funds.

We believe the accomplishments we have made under Title V have been significant, both to the Department and to the local school systems. Within the Department it has provided the means to effect needed improvements and innovations. For local school systems it has played a significant role in the Standards Program, in Administrative Leadership, in Curriculum Development, and in psychological services.

A need for the program continues to exist.

Increased funding would enable the Department to accelerate the improvement of services to local educational agencies.

TITLE VI, ESEA

The major impact of Title VI is the availability of additional funds to local school systems to provide services to handicapped children over and above those provided under the present State program. In 1968, 5,747 children benefitted directly or indirectly from Title VI projects. In 1969, this number increased to 8,688 children.

Title VI funds received in Georgia have totaled over $1,600,000 during the past three years. The one type of project which has contributed most to the growth and expansion of special education programs has been the employment of full-time directors to provide services for exceptional children in local school systems. Prior to the availability of Title VI funds, only 8% of Georgia's school systems had full-time directors of special education. At the present time, over 40% of the school systems have directors. Where there is a good director, it follows that there are good educational programs, long and short range planning, involvement of the community, and sound evaluation techniques.

In addition to the leadership projects, Title VI funds have been used to provide for the following:

1. Teacher training funds—on campus and through extension classes.
2. Development—five in-service films in cooperation with Georgia ETV Network.
3. Development of a 60 second recruitment film and three 30 second radio announcements.
4. Braile computer project—to prepare materials for blind children.
5. Pre-school program for language impaired children.
6. Evaluation programs for rubella (deaf-blind) children.
7. Employment of two staff members for the Library for the Blind.
8. Vocational education project for handicapped children.
9. Summer recreation programs for the handicapped.
10. Itinerant services for hard-of-hearing children.
11. Hospital/homebound teachers.
12. In-service programs for teachers of the handicapped.
13. Speech therapy program.
14. Secondary Educable Mentally Retarded.
15. Trainable Mentally Retarded program.
16. Psychoeducational reevaluation projects.
17. Evaluation of materials and equipment.
18. Enrichment programs.

There is close coordination between Title VI and other public and private programs. Non-public school children have received services and non-public school officials have participated in project planning. Funds from Titles I, II, and IV have been used to supplement Title VI projects. Other state agencies and civic organizations provide services or funds to Title VI projects.

Problems and Weaknesses

1. *Funding.*—It is difficult to place good, sound projects and employ quality staff when funding is indefinite or delayed. Forward funding would help resolve some of these problems. Another problem encountered in funding is that the state fiscal year and the federal fiscal year do not coincide. This makes for extreme difficulty in accounting procedures.
2. *Forms.*—State offices and local school administrators find that much time is consumed each year in learning the requirements of new forms issued by the U.S. Office of Education. Hopefully, these forms can be simplified with a minimum number of confusing changes.
3. *Evaluation.*—A better evaluation method or instrument should be developed. The present system does not seem to be adequate.

Mr. Chairman, I wish to express sincere appreciation to you and members of the committee for permitting me to share with you the tremendous impact that ESEA has had upon public education in the State of Georgia. As State Superintendent of Schools, I pledge to you and to the Congress of the United States complete cooperation as we work together to assure every individual an opportunity to obtain an education commensurate with his individual ability, regardless of his status in life, the color of his skin, or his geographical location.

Mr. Chairman, thank you for this opportunity.

TITLE III—GEORGIA'S GOLDEN OPPORTUNITY

(By Wade Royston, Information Specialist, Georgia Department of Education)

Merlin, that master teacher of "King Arthur" fame, is said to have taught his students what it's like to be a fish by heaving them into the nearest pond, the point being, of course, that experience is the best teacher.

The Okefenokee Swamp near Waycross may not be Camelot, but Merlin would feel right at home in an outdoor classroom set up there by four southeast Georgia public school systems.

And Merlin and any other good teacher would stand up and applaud a host of other new and unusual ways of helping Johnny to learn which can be found in practice in public school systems all over the state.

Item: In Columbus, on four different occasions nearly 5,000 students were transported by school bus to the city auditorium to hear concerts by the Columbus Symphony Orchestra.

Item: At the Fernbank Science Center in Atlanta, public school students study the heavens using the largest telescope in the southeastern United States and the third largest planetarium in the country.

Item: In Cleveland, an "educational services center" has been set up to supply specialized services to 28 local school systems unable to provide them on their own.

These new, exciting ways of doing things—and many more—have been made possible by a federal financial aid program State Superintendent of Schools Jack P. Nix has called ". . . the greatest opportunity we've ever had to try new ideas in education."

School people call the program simply "Title III," a name which derives from the fact that it was created by a section of the Elementary and Secondary Education Act of 1965 designated Title III. (Title III is sometimes called "PACE"—Projects to Advance Creativity in Education.)

"In Title III, Congress has created 'high risk' capital to be used by the states in trying new, unusual solutions to old, persistent educational problems," says Dr. Will Atwood, a pipe-smoking Rutgers graduate who heads the Title III program in the Georgia Department of Education. "Although steps are taken to insure that only the best ideas submitted by local school systems are funded, one of the main ideas implicit in the philosophy behind this program is that nobody's going to get hung if what they're trying doesn't work.

"This gives local school officials something they've never had before—the freedom to experiment."

Since 1966, when the program began in Georgia, the federal government has shown $14 million worth of faith that something workable would result from the projects funded in Georgia. (In fiscal year 1970 over $116,000,000 was spent on Title III projects in the entire United States.) At present, 20 projects in Georgia are receiving federal funding; five of these are new projects just begun this past fall.

Starting at Waycross and working north, a tour of the state gives a fascinating look at some Title III projects in Georgia. After you've seen the Okefenokee science project, head north and pretty soon you're in Eastman, where you'll find little boys taking violin lessons and parents attending organ concerts in an area where the elementary schools previously had no organized music program. Then strike out across the middle Georgia plains toward Dublin and eventually you'll wind up in Tennille. This little town has a population of about 2,000 and a reading center where they're teaching teachers to do a better job of teaching reading and at the same time finding some of the reasons hundreds of little Johnnys have difficulty learning to read.

Then if you swap the backwoods of rural Georgia for the concrete and asphalt of Atlanta, you'll find a school system (Atlanta City) which is keeping kids in school and off the dropout lists by producing television shows, color slide presentations and even books of poetry and songs designed to tell kids what it's like to work in various jobs and what they have to do to qualify for them.

Next, take Interstate 75 out of Atlanta up toward Marietta and when you cross the Chattahoochee you're in Cobb County, where, in "Project Success," preschool children are tested for possible learning difficulties prior to entrance in the first grade, and personalized educational programs are developed to insure that each child has the best chance possible to succeed during the crucial first years of formal education.

Then go a few miles further up north to Cartersville, and you'll find elementary school kids learning Spanish in a new way involving tape recorders, educational television and Cuban teachers whose native tongue is Spanish.

Next, head east and north for mountain country and the tiny town of Cleveland, which is the home of an "educational services center" supplying 22 counties, 28 schools systems, 202 schools, 3,000 teachers and 95,000 students with expertise in speech pathology, learning disabilities, vocational-technical education, school administration, centralized purchasing and a host of other educational areas.

Although federal funds are paying for these projects, the federal strings one would expect are *not* attached. In fact, administrative control of the program is now completely in the hands of the Georgia Department of Education. The only thing the department has to do to receive the Title III money for which it is eligible is submit to the federal government an "acceptable" plan for the overall use of the money in the state.

"It's important to realize," says Lester Solomon, former head of a Title III project for gifted children in Douglas and now coordinator of Title III projects in the state, "that these are *local* projects. Local school systems come up with ideas which they think have a good chance of solving a problem they have in teaching kids. Then we develop the project, and the Georgia Department of Education contracts with them to run the project and see if their idea does work. The important point is that if it does work, then the idea will be made available to all the school systems in the state.

"But you've got to remember that these projects don't represent what Washington, D.C., or Atlanta, Georgia, think should be done to improve education in Georgia. Local people come up with solutions for their own problems, and they try them out to see if they work. We think such solutions to Georgia's educational problems will be much more acceptable to Georgians than something developed, say, in California."

The Okefenokee science project is one of the most interesting and promising currently in operation. An "outdoor classroom" has been set up a mile deep in the swamp so that the children can supplement their classroom experiences by learning firsthand about one of their area's most prominent features.

"But we're trying not just to teach the children facts about the swamp," says Dr. Al Woodard, director of the project. "What we're really trying to do is instill in these kids a whole new way of approaching science, in which the 'process' of learning is just as important, if not more, than the 'facts' that are learned. For example when a child measures the temperature of swamp water, he not only finds that a range of temperature exists. He is also learning to presonally investigate the world around him instead of looking for answers in a book.

"It's almost a way of life," Woodard says, and adds that "We are planning to continue the project after federal funding ends."

"SUPPLEMENTARY CENTERS" TESTED

A question which isn't answered in any books involves the old problem of supplying small schools and small systems, usually located in rural areas, with specialized services they can't afford on their own. One promising solution to the problem is called "shared services," in which systems cooperate in providing such services.

The Ninth District Educational Services Center, the Title III project in Cleveland, is an outstanding example of the use of shared services. Dr. Harold Dennis, director of the project, believes the Center is proving the effectiveness of the "shared services" concept and cites as particularly effective its programs in psychological testing and centralized purchasing. Under the Center's program, a van staffed with testing specialists goes out to participating schools and administers the tests to children in the van. And under the centralized purchasing plan, participating school systems are realizing substantial savings through group purchasing.

This Center, says Dr. Atwood, has "... developed to a point where we are confident that installing similar programs of shared services throughout Georgia will have a highly favorable impact on the education of children in rural areas of the state."

But all stories are not success stories in the Title III program. Since the projects are all experimental in nature, a few are bound to fail, or at least enough to warrant their being continued. At least two programs—one in science and one in physical education—have been terminated before the three-year period for which they were funded had expired.

Sometimes a project meets with local opposition. Ann Hamilton, a Crisp County native who is a Title III consultant for the Georgia Department of Education, tells of one such instance: "Parents in one community became disturbed about an experimental linguistic project in their local school. They said, 'Well, first you start teaching the kids this new math, and now you start this stuff in language. What's it all about?' So the project teachers started teaching the course to parents at night and the parents quickly recognized the value of the new method."

No discussion of Title III in Georgia would be complete without a look at two of the most impressive projects—the Fernbank Science Center and the Georgia Assessment Project.

The Fernbank Science Center, operated by the DeKalb County System, is probably one of the most talked about educational experiments in the entire United States. At the Center, public school children can study nature in a 65-acre primeval forest with nature trails, study the heavens through the nation's third-largest planetarium or by using a 36-inch reflector telescope, the largest in the Southeast, and use meteorology and electron microscope laboratories, a greenhouse, and a sicence library. The project was designed to improve, supplement and extend instruction in the natural and physical sciences in DeKalb County, Georgia, and the entire Southeast.

Furman University chemist Donald G. Kubler declares that "Centers such as Fernbank hold genuine promise for a national revolution in ideas about teaching science. Fernbank can truly be described only with superlatives because it has superlatives people with superlative ideas." (Fernbank was originally funded under Title III. Construction costs were provided by the State of Georgia and by the DeKalb County schools, which have now assumed all financial responsibility for operation of the center.)

"GAP" PROJECT UNIQUE IN NATION

The Georgia Assessment Project ("GAP"), also financed by Title III funds, is the first attempt in the nation to probe in detail into the quality of teaching and learning in a state's public schools. Superintendent Nix says the project is perhaps ". . . the most important step toward quality education Georgia has taken since the first Minimum Foundation Program of Education Law."

In the Georgia Assessment Project, the Georgia Department of Education selected a commission of Georgians from many different walks of life to determine goals for education in Georgia from now until 1985. The Commission recently made a report to the State Board of Education in which it listed as "immediate goals" statewide reorganization of school systems, establishment of a statewide kindergarten program, leadership and technical assistance to provide orderly transition to a unitary school system, and adoption of minimum state standards for private schools.

Concerning these four goals, the Commission made the following statements:

On reorganization of school systems: "Georgia has for too many school systems that cannot deliver an adequate program of education for all children . . . it is recommended that legislation be passed to organize the state into not more than 60 administrative units with a minimum enrollment of 10,000 pupils."

On establishment of statewide kindergartens: "The early years of a child's life are crucial to his development."

On transition to a unitary school system: "Preservation of the public school system may depend on satisfactory solution of the difficulties resulting from desegregation."

On regulation of private schools: "Many private schools are being established by individuals and groups seeking to avoid the racially integrated public schools. In many instances, buildings are inadequate, teachers are ill-prepared, library collections are insufficient, textbooks are lacking, and instructional equipment is non-existent. Children and youth attending such schools are not receiving adequate educational experiences."

In another section of the report, the Commission dealt at length with the effect which public education should have on Georgia citizens in fitting them to live in the world of 1985. "GAP" now goes into a second phase in which the department will attempt to measure how well Georgia's public school students are currently attaining the goals identified as desirable by the Commission.

The Georgia Assessment Project and the Fernbank Center are, of course, large, impressive programs which naturally attract publicity. But to some school people some of the smaller projects hold just as much promise.

Dan Spears, assistant superintendent of schools in Baldwin County, says that the Progress 13 Reading Center in Tennille ". . . will affect kids in this area for years to come. So many new elementary school teachers just don't know enough about the teaching of reading. At the Center these teachers can get the training they need. I wish every county in the state had such a center."

Will every county eventually get such a center? When will a Fernbank be vailable to every school child in Georgia? When will shared services centers make speech pathologists and psychological testing specalists available to children in all the rural areas of Georgia?

These are, of course, big questions. Some of the Title III projects are continued using local funds when federal funding ends. Others continue on a smaller scale, while some simply cease to exist in a recognizable form.

As for the future of the Title III program itself, Dr. Ray Warner, chief of State Plans for Educational Innovation in the U.S. Office of Education in Washington, says "There is no doubt in my mind that the Title III program will continue. It may be changed in some ways, but I think the Congress is sold on the program."

TREND TOWARD LARGER PROJECTS

Commenting on the future of Title III in Georgia, Lester Solomon says "There seems to be a better chance for projects to continue when they serve a large enough area for several school systems to cooperate in continuing the project. So I think there will be a trend toward that sort of approach in the future."

But the real success of the Title III programs lies, of course, in the continued support the successful projects are given in the entire state.

"One of our main jobs," says Dr. Atwood, "is to spread the word to school people all over the state about successful Title III programs, in the hope that they will start similar projects of their own.

"And we certainly hope that some of the ideas, such as the shared services program in Cleveland, eventually will be made a part of the Minimum Foundation Program of Education Law."

One of the most original and intriguing ideas concerning the future of experimental education programs in Georgia is offered by Dr. Allen C. Smith, a silver-haired, 44-year veteran of public education in Georgia who, as deputy state superintendent of schools, is number two man in public education in Georgia.

"Perhaps we ought to do in public education what has been done so successfully in agriculture by the extension service of the University of Georgia," says Dr. Smith. "They have, of course, set up agricultural experiment stations in various sections of the state to find out the best ways to conduct agricultural activities.

"Maybe we ought to establish educational experiment stations at strategic locations throughout the state. We might have one in early childhood education, one in elementary education, one for the senior high school, and so on. At these experiment stations we could provide the best anybody knows about in teachers, equipment and techniques. Then we could say to local school people, 'Look, we have the best we can find over here. We'd like for you to come over and see how you might fit this sort of thing into your own situation.'

"Such a program might originally be financed by Title III funds, and then subsequently be supported by a state appropriation. But I think such a program would be living proof to local people that new ways of doing things aren't nearly as frightening as they may seem.

"We must do *something*," Dr. Smith adds. "We simply cannot continue to do things in the same old way."

Whether or not such experiment stations are set up in Georgia, and whether Title III projects eventually end up as the accepted way of doing things in the state, remains to be seen.

But whatever the outcome, there is little doubt that Title III programs are having a substantial impact on public education in the state. "Schools with Title III projects find that the programs stimulate improvement in subject matter areas and school activities which are not even part of the Title III project," says Superintendent Nix. "And the projects are tremendous morale builders among teachers and administrators because, for the first time in their lives, these people find themselves with the money to try new ideas they've always dreamed about."

JOINT WASHINGTON OFFICE FOR SOCIAL CONCERN,
Washington, D.C., July 9, 1970.

Hon. CARL D. PERKINS,
Chairman, House Committee on Education and Labor,
Washington, D.C.

DEAR MR. CHAIRMAN: I wish to inform you that delegates to the Ninth General Assembly of the Unitarian Universalist Association, on July 4 in Seattle, voted nearly unanimously to oppose Federal aid to church-related private schools organized to avoid court-ordered school integration.

The resolution asked that the Department of Health, Education and Welfare and the Office of Education deny funds and that the Internal Revenue Service not grant income tax benefits for contributions to such schools.

The General Assembly was attended by 1,022 delegates from 359 churches and fellowships in 46 states and six provinces of Canada.

I am enclosing the full text of the resolution.

Mr. Chairman, we would be grateful if you would insert this letter and copy of the resolution in the record of the hearings currently being held on extension of the Elementary and Secondary Education Act of 1965.

Yours very truly,

ROBERT E. JONES,
(For the Unitarian Universalist Association.)

GENERAL RESOLUTION ON USE OF CHURCH FACILITIES AS "PRIVATE SCHOOLS" TO AVOID DESEGREGATION

Whereas, private schools are springing up in many parts of the country under church sponsorship with the aim of avoiding desegregation of public schools, thus subverting the Supreme Court order for immediate desegregation; and

Whereas, the Unitarian Universalist Association has repeatedly affirmed its stand for school integration and as recently as April, 1970, the Board of Trustees of the UUA expressed dismay at the continued resistance to school integration and has stood for use of public funds for public schools; and

Whereas, the new church-sponsored private schools are, in many cases, seeking state and federal aid: Now, therefore, be it

Resolved, That the Ninth General Assembly of the Unitarian Universalist Association deplores the development of segregated private church-related schools, and petitions the Department of Health, Education and Welfare and Office of Education to deny any federal funds to such schools, and further urges the Internal Revenue Service to deny granting income tax deductions for contributions to such schools.

(Adopted by better than two-thirds vote at the 9th General Assembly of the Unitarian Universalist Association, July 4, 1970, at Seattle.)

STATE OF ARKANSAS,
DEPARTMENT OF EDUCATION,
Little Rock, July 2, 1970.

Hon. CARL D. PERKINS,
Chairman, House Education and Labor Committee,
Rayburn House Office Building, Washington, D.C.

DEAR CONGRESSMAN PERKINS: This is in response to your telegram of this date requesting my appearance before the House Education and Labor Committee on July 9, 1970.

I regret that I am committed to attend the Education Commission of the States which will be meeting in Denver, Colorado on this date. This will make it impossible for me to be in Washington.

I want to say for the record that needy children in Arkansas have benefited greatly from the operation of Title I of the Elementary and Secondary Education Act. We have evidence of significant gain being made in educational attainment by educationally and economically deprived children in all areas of Arkansas as a result of new programs and services provided for them under Title I.

It is my considered judgment that Title I of the Elementary and Secondary Education Act is the most important legislation ever enacted by Congress in behalf of the children of the nation. The South, including Arkansas, was in dire need of this type of legislation, and I must assume that it has been equally beneficial in other parts of the nation to children who are economically or educationally deprived.

We are constantly improving the administration of the Elementary and Secondary Education Act Programs in our State, and sincerely hope that Congress will make certain that the gains which have been made will continue in the immediate years ahead.

I respectfully request that you include in the record my point of view with reference to the Elementary and Secondary Education Act Programs in general with special emphasis upon the dramatic results of Title I.

Respectfully yours,

A. W. FORD, *Commissioner.*

OVERSIGHT HEARINGS ON ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

WEDNESDAY, JULY 15, 1970

House of Representatives,
Committee on Education and Labor,
Washington, D.C.

The committee met at 10:10 a.m., pursuant to notice, in room 2251, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins, Green, Pucinski, Brademas, Meeds, Quie, and Steiger.

Staff members present: Mrs. Louise M. Dargans, research director.

Chairman **Perkins**. The committee will come to order.

A quorum is present. Come on up, Governor. I am delighted to welcome here this morning one of our distinguished Governors in America, and one who has given tremendous leadership, not only to his home State of South Carolina, but as a result of that to government throughout America.

We have heard considerable discussion ever since the enactment of the Elementary and Secondary Education Act as to the programs that have been carried out under the act, the way the funds have been expended under the act, and in many instances so much criticism that we are not getting our dollar's worth for the money expended.

Presently we are conducting some oversight hearings to see if there is any way that we can improve the legislation and at the same time, a bill is pending to extend approval for 5 years with a view to giving the educators throughout the country a greater opportunity to plan ahead more effectively and efficiently.

It is a great pleasure for me to welcome you here from the great State of South Carolina, Governor McNair. You may proceed in any manner you prefer.

STATEMENT OF HON. ROBERT E. McNAIR, GOVERNOR OF THE STATE OF SOUTH CAROLINA

Governor **McNair**. Thank you very much, Mr. Congressman. I am grateful to you for this opportunity to appear.

I have with me our junior Congressman from South Carolina, James Mann.

Chairman **Perkins**. Excuse me. I saw him in Congressman Bryan Dorn's office and asked him to come in and then I lost him a few moments ago. I know he wants to make a statement concerning his Governor.

STATEMENT OF HON. JAMES R. MANN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF SOUTH CAROLINA

Mr. MANN. Mr. Chairman, I don't think the Governor needs any introduction or eulogy at my hands. His record speaks for itself, and his interest in education is widely known and I know the committee already appreciates that fact, and that is why he is here. It is just a pleasure to be here with him.

Chairman PERKINS. Go ahead, and proceed in any manner you prefer.

Governor MCNAIR. Thank you very much.

In coming, you feel a little more comfortable when you have a close friend and an ally and a Member of the Congress sitting by you. It gives you a little more comfortable feeling in a matter of this kind.

I have submitted a written statement.

Chairman PERKINS. Without objection, it will be inserted in the record.

(The statement referred to follows:)

STATEMENT OF HON. ROBERT E. MCNAIR, GOVERNOR OF THE STATE OF SOUTH CAROLINA

Mr. Chairman, members of the committee, thank you for affording me this opportunity of appearing before you today and discussing matters relating to elementary and secondary education. Nothing is more important to the future of this nation than the strengthening of public education, and nothing is more important to public education than the effective cooperation of all levels of government. It is more important than ever for you at the federal level, us at the state level, and particularly those at the local level to understand how each sector of government must work together toward the common goal of educational excellence. In working toward this goal, it is essential that new programs, as well as those existing programs now under analysis and evaluation, be so designed as to maximize the effectiveness of all our resources. It is important for us to understand that education is an imperfect and imprecise element; it does not lend itself to the type of microscopic examination which we might apply in other studies. When we attempt to break education down into its components and isolate the effectiveness of a specific program, or a certain governmental entity administering the program, we discover the difficulty of such an approach. This is not to say that evaluation is not a vital part of educational planning and programming; if anything, it is becoming an increasingly vital tool in the realistic administration of effective educational programs. Without some means by which we can measure the value of a program or concept, we lose touch with the very program recipients we seek to serve, and downgrade the "results" aspect of such programs.

In evaluating the effectiveness of programs such as Title I, however, it is important that we not limit our analysis narrowly to the specific projects funded under the act. Title I, as well as other portions of the Elementary and Secondary Education Act of 1965, has been a catalyst—a multi-purpose device which has had an effect on the total educational program in the states. Thus, we oversimplify its role if we limit ourselves simply to an analysis of Title I projects. The larger and more meaningful consideration is determining whether this act has assisted the total educational program in the states and how it can best serve the educational needs of the nation in the immediate years ahead. It is this type of broad overview to which I should like to address my first attention.

It might be helpful at this point to recall the broad purpose for which Title I was designed. Under Title I, ". . . Congress hereby declares it to be the policy of the United States to provide (aid) . . . to local educational agencies serving areas with concentrations of children from low-income families to expand and improve their educational programs by various means . . . which contribute . . . to meeting the special educational needs of educationally deprived children." Operating under this mandate, the U.S. government has provided over $142 million in Title I funds to the State of South Carolina during the five years in which it has been in effect. The flexible nature of the Act has permitted school districts to put this money to use in many ways, depending upon the specific local needs adjudged to be of the highest priorities. Consistent with the objectives of the legislation, local school districts have sought innovative means of upgrading opportunities for the educationally-deprived children. In many instances, innovation has taken the form of simple response to basic needs. In a state where 35 percent of its schoolchildren fall into the category of educationally-deprived, as outlined by the legislation, South Carolina has found Title I to be a rather basic tool. It has bene one of several instruments which the State of South Carolina has put to use in making the objective of quality education far all a reality. If I were to say at this stage, after five years' experience, that Title I were either a success or failure, I would be grievous over simplifying a matter which involves far more than absolute judgments. It would seem more helpful for me to share some of the total experience of the State of South Carolina in meeting the needs of its children from low-income backgrounds.

If there have been shortcomings, they have been of the transitory kind, attributable to the unusual problems which have arisen in public education during the past five years. The wisdom of the Congress, however, in providing latitude and flexibility in this program has been borne out in the fact that the states today stand in better prepared to continue carrying out the mandate of this legislation. Its shape and design in the years ahead should continue to reflect a basic faith and confidence in the state's ability and inclination to carry out the intent of this Act. A step in the other direction at this time would not only repudiate that faith and confidence, but would also seriously damage the great progress which has been in recent years, and would set back the overall program of development for our educationally-deprived children.

The five years during which Title I has been in effect have been five years of rapid and dramatic change in education. Attitudes have changed, concepts have broadened, and structures have been overhauled. Schoolmen in South Carolina have discovered that quality education means far more than providing the best education for the best minds only—it involves the total development of the potential of each individual. Whereas Title I defined innovation as a national policy in 1965, the story of the subsequent five years has been the determination on the part of the states to work as partners in the joint pursuit of this policy. Thus, I suggest to you that while Tile I has been a major source of funding for both basic needs and new program in South Carolina, its activities have been paralleled by the overwhelming growth in awareness and commitment on the part of the state. Between the years of 1966 and 1970, Title I funds spent in South Caroiina increased from $27.6 million to $33.1 million. During the same period, state expenditures rose from $115.9 million to an estimated $202.0 million, and the total tab for education in South Carolina—including all funds—increased from $179.9 million to well over $350 million.

My point is that it is impossible to isolate innovation or special attention to culturally-deprived children as the province of any single program, act, or level of government. We have all been in the same business, and the achievements or shortcomings of these five years cannot be chalked up to any one partner. At the same time, however, it should be implicit that part of the evaluation of Title I should be to determine how well it has meshed with other programs seeking similar purposes, and how effectively it has functioned as a part of the total educational effort of the states. In this consideration, it might be pertinent to observe some of the measurements by which the State of South Carolina has advanced educationally during the years in which Title I has been in operation. Perhaps one of the most revealing of these yardsticks is the retention rate of our public school system, an important indicator as far as the design of many of our new state programs is concerned. In 1965, the State of South Carolina was graduating from the 12th grade only forty per cent of the students who entered the first grade 12 years earlier. Of that number, less than one third who graduated from high school entered college.

By 1969, the year for which our most recent figures are available, our retention rate had shown significant improvement. Of the 70,638 students who entered the first grade in South Carolina public schools in the 1957–58 school year, 35,427 graduated from high school 12 years later, a retention rate of better than 57 per cent.

Although this figure is still far below the national average, and far below the goals of our state, it is an encouraging reflection of solid progress and programmatic effectiveness. It is a sign of reassurance to those of us who have supported both at the national and state level the development of kindergarten and pre-school programs, and realistic secondary education programs which stimulate, rather than stifle, the ambitions of those students who might not fit the traditional college preparatory programs. In South Carolina, educational innovation has taken the form of state-supported kindergarten programs and adjunct education at the crucial ninth and tenth grade levels where dropouts and failures have been so prevalent in the past. Educational innovation has also led to the development of occupationally-oriented programs in South Carolina. Across our state last year, almost 45,000 adults participated in basic literacy and adult education programs, and over 4,500 received high school diplomas or certificates. Technical education programs reached between 65,000 and 70,000 persons, and vocational education programs had an enrollment of approximately 133.000 persons.

I cite these developments and statistics to acquaint you with the general level of commitment in our state. In South Carolina, education has traditionally been a matter of state responsibility, with approximately 76 per cent of all funding for education coming from the state level. In this manner, we have been able to operate a program which could make funds available where they were needed, and not necessarily where there was the heaviest concentration of students or income.

High-percentage state funding has also made it possible for us to move effectively and efficiently into new programs on a statewide basis because the machinery of operating programs on this basis was already in existence. The single most important advantage South Carolina now holds in its drive to improve the quality of education is its strength at the state level, and the corresponding ability to coordinate many programs in order to adapt them to the special needs of the state. In any consideration of the educational future of our state, it is vital that we focus attention on strengthening this planning and coordinating ability at the state level.

To the extent that it has afforded a high degree of programmatic flexibility and discretion at the state and local levels. Title I has been a useful element in the overall educational program of the State of South Carolina. It has been used for everything from library construction to community services, and from transportation systems to health programs. It has been many things to many people, and its eligibility provisions have included more than 200,000 of the 700,000 children in our state between the ages of five and 17. Because it came at a time of transition in the public school system of South Carolina, it served immediate, short-term needs caused by the transition. It achieved the type of immediate goals necessary to make transition possible, and it strengthened our overall capabilities to reach all the young people of our state with quality educational opportunities. For South Carolina, and other states, one period of transition is drawing to a close. But the commitment to the educationally-deprived children of this nation has not ended: if anything, the challenge has grown greater. The physical changes which have taken place within the school system of many of our states have not altered the basic need to provide for the special needs of the children covered under Title I. The question which must be faced now is not whether this program should continue, but how best it can now be coordinated with state and local efforts aimed toward the same goals.

With this general background, I should thus like to make several specific observations regarding the program. First, it is imperative that educators and leaders at every level of government understand the growing need in our school systems for effective long-range planning. It is no longer enough to deal in single-shot, or scatter-shot, efforts to achieve certain goals. Planning is the only means by which priorities can be established and maintained, resources can be allocated within the bounds of fiscal responsibility, and stability can be assured for the maximum effectiveness and quality of any effort. In South Carolina, we are attempting to develop budgets on a five-year basis, so that program continuity is not interrupted or damaged by the vagaries of year-to-year financial uncertainties. If we are to achieve this type of planning capability, it is necessary that all factors influencing state operations—including federal and local involvement—be similarly structured. It is not necessary in these financially difficult times to impress upon the American public the absolute need for fiscal strength in government. Without adequate planning and program coordination, we run the risk of undermining the financial responsibility of government at every level, and imposing upon the taxpayer an unwarranted burden.

The need for planning obviously implies a need for accountability at every level. If priorities are to be established, they must be served. There should be a clear designation of this accountability at a level where the capability is the strongest. It would be my suggestion, based upon my previous general observations, that state government today stands in a uniquely qualified position to assist both the local and federal elements in the planning and coordination of these programs. Particularly in a state where the financial responsibility rests so heavily at the state level, South Carolina is in a position to assume major participation in the direction of this program. In summary, I would suggest specifically that:

(1) Funding of these programs be made in such a manner as to provide all participants with sufficient predictability to make long-range planning possible. Although Title I finding in South Carolina totalled over $142 million during the past five years, it is important to note that the gap between funds authorized and funds allocated widened each year. Whereas in 1967, $21 million was allocated out of an authorized $29.6 million, by 1970, only $33.1 million was allocated out of a funding level authorized of $63.9 million.

(2) Designation of responsibility and accountability should be clarified so as to strengthen the state's role in coordinating projects and programs under this act. As we pass from one period of transition in public education into a new period of challenge, there must be a new appreciation of the need for cooperation and partnership.

Our goals today, all across the nation, are similar in the most basic sense—the full development of each individual to his maximum abilities. How successfully we moved toward these goals will depend largely on how well we are able to blend our efforts and resources into a cohesive whole. This type of cohesion can be achieved only by a new spirit of cooperation among the many agencies and levels of government involved in the business of educating America today. It is in this spirit that I assume your committee extended me the honor of appearing before you today, and it is in this spirit that I accepted and shared with you the experience and observations of the State of South Carolina.

Thank you.

Governor McNair. I appreciate your interest in education generally and the work that you and your committee have done and the effort that you have made to make it possible for us at the State level to develop a broader, and if I might use that word that is used so much, a more relevant education program.

I think all of us recognize that we are at a time when all levels of government must work together and that each must understand the other's involvement if we are going to work toward the common goals of educational excellence.

Not to read this statement, because you can do that, there are some things in it that I would like to comment on, but after making some remarks I would be very happy to respond to questions that you and other members of the committee might have.

I think you touched on something that all of us are aware of. In 1965, this program was passed, funds were made available, and we are now at a period when an evaluation of it is being made.

As a member of the new Education Commission of the States and one who served as its national chairman last year, I have become fully aware of the real task of trying to evaluate education. It is different from other programs when you begin to study to try to measure the progress.

As a result of this, really, again at the suggestion of the Congress, we have undertaken the responsibility for trying to coordinate and manage national assessment, which in itself is designed to try and assess the progress of education and being a layman and sitting in on all of those meetings, I have come away fully aware of all of the problems that you have when you try to devise some system that can adequately measure what education is doing.

We have the testing programs going on all over the country. We are told that those are good for certain purposes but not for others. So, what we have set out to do is to try to determine the kind of people that the educational system has produced and is producing in certain broad fields, and thus they are at the moment testing in certain areas at the 9-year level, the 17-year level, and adults.

The first results of national assessment were made public last week in Denver while we were meeting there. I would caution everybody that, like always, those results are going to have to be evaluated and studied very carefully before we can come to any real conclusions.

I use a phrase in my printed remarks that somebody else has made available to me, saying that it is important to understand that education is an imperfect and imprecise element. It does not lend itself to the type of examination which we might apply to other studies.

So, we have arrived at a point now in 1969 and 1970 where we are, and you are studying the program trying to determine which direction to go. We need to look at what has been accomplished since 1965. Recognizing that this program was passed by the Congress for almost immediate implementation, I hope you are aware of the problems that the States and the school districts experienced in trying to, almost immediately, within 90 days, develop plans to use billions of dollars in education.

Prior to this, there had not been a lot of planning. Long-range plans had not been developed. State departments of education in many States were not strong, did not have the expertise, had not been developed to give real direction.

We have developed in this country a system of local schools, which we are all very proud of, with local financial support, and from the State level came supplemental support to those local schools, and then the Federal Government began to move in with more supplemental support, so we have a local school system, planning locally to meet local needs, which is good.

One of the things you did which I think is very important was that you provided funds for the strengthening of State departments of education so that they could organize themselves and staff themselves in such a way that they could begin to serve a very important role in planning for education and looking at the needs and trying to develop longer range plans.

We found, and I have been Governor since April of 1965, so I came with this program, that our district really in the beginning was caught frantically trying to develop a plan to get all of the funds that were available to them, and to put that on top of an ongoing program.

So, there I hope you understand why there are questions asked about the use of the money and whether or not we have gotten the full dollar value. We have asked the same questions. I constantly ask my people, "Where has that $27 million or $33 million gone?" Because we are, as you know, annually pressed for more funds for the education budget.

I think it has done a lot of things, though, that perhaps you need to look at as you evaluate this program, as you look and see what it has done. You can't measure it separately. I think in education we can't isolate one particular program or one particular aid program and do a very thorough job of evaluating the effectiveness of it.

You have to look at how it is being used along with all of the other programs and the other resources to develop a program to meet the needs of individual people.

In the last 5 years, I think we have seen some interesting changes. I think we have seen changes in philosophy in the educational establishment, away from better schools for the best students to education for the individual. That is, to orient education toward the individual needs of the students and to the needs of the community and the region, and the State itself, recognizing that we shouldn't simply set out with a goal to educate everybody for college at the end of the first grade and let all our programs be aimed and directed there, rather than trying to develop to the full potential every individual who comes in and should come into the school system.

Looking at my State, and I would like to cite what I think are significant facts, and I think this program helped stimulate it, as well as our total commitment to education for every student.

We have been one of those States that has felt that the State itself should assume more and more financial responsibility for public education. Thus, we now provide 76 percent of the cost of education in South Carolina, with the local districts supplying the supplemental funds and the Federal Government in turn supplementing that.

Mr. **Brademas.** Would you allow me, Governor, to ask you a question, at this point?

The implication of your observation is that 76 percent of the cost of public elementary and secondary school education in South Carolina is derived from State aid, is that right, not including higher education?

Governor **McNair.** That is correct.

Mr. **Brademas.** Thank you.

Governor **McNair.** The reason we are doing that is that in 1951, if I might go back to there, we recognized the need for providing equal educational opportunity and began to build programs toward that. We enacted that year a 3 percent sales tax—it was my first term in the general assembly—and committed it by statute to education.

So, all of the growth increase has gone into education.

We recognize that many of the poorer districts were not able to have good transportation systems, and that is where they were needed, out in the rural areas. So, we took over the transportation of all of the school children in South Carolina and developed a State system, with the State paying for it.

We recognized that the small rural areas without industry didn't have the tax base to build the facilities, and thus we devised a system where we allocated from these funds so much per pupil to every district in the State for school construction. That amount is now $30. It was $30 when I became Governor in 1965. We have increased it twice, $5 each time. We have spent nearly $300 million under this program for new facilities and improvements, rennovations, and additions to existing facilities. This is State money going into this kind of a program.

In addition to this, we also felt that teachers' salaries had to be a little more competitive, so we upgraded our certification system and really, in effect, instead of having State aid, as we still call it, it was almost assuming the basic responsibility for teacher salaries, and we put it on a basis so that every teacher was paid the same State support based on his classification grade, and this came from the teacher examination.

So, with this, we have gradually moved to the point that 2 years ago we added $65 million. We increased the sales tax, corporate income tax, the alcoholic beverages, beer, wine, and cigarette tax, in order to have more income into education, and now we are at the 76 percent level.

Admittedly, we are moving toward more and more of a State responsibility for this.

The local ad valorem tax goes and is controlled by the local government. We do not have any State property tax. Thus, they control that, and they use that for their own local services and to supplement education.

Now, the supplement is not uniform. The tax millage is fairly uniform, but some get more than others. Thus, we are moving in accordance with our philosophy that we should get the revenues from where they are available, and distribute them to the children wherever they might be, and that the young fellow out in the rural area is entitled to the same type of education that students get in the city areas.

If you will visit South Carolina, you will see some of the finest programs out in what we would consider rural South Carolina.

Now, we come to, further on in 1965, to this program as well as other programs all blended together, which has readily made it possible for us to accomplish much, and I think we have to look at some specifics.

In 1965, 40 percent of the young people who entered the first grade 12 years prior thereto in South Carolina graduated from high school.

In 1969, I have just gotten the figures, and they are very pleasant surprises to me. We have moved to 57 percent in this period of time, and in addition to this we have——

Chairman PERKINS. Do your school people, and from your background and the programs in your State, do you attribute the lowering of the dropout rate to 17 percent directly related to programs provided under title I of the Elementary and Secondary Education Act?

Governor McNAIR. I attribute it in my State to several things. One is a change in philosophy in education so that it has become more relevant to the student, not just for that one who is going on to college.

Secondly, I attribute it to the Elementary and Secondary Education Act, which has made funds available for the economically deprived, and has made services available, and has made it possible for special programs to be built into the system to hold them.

In addition to that, many years ago our compulsory school attendance law, at my real urging, we reenacted it, and thus it has been in effect. We made it effective statewide, I think, this year, but most of the districts went ahead and came under it, and thus this has had an effect on the program.

In addition to this, the Elementary and Secondary Education Act stimulated a lot of interest, and our support for education in South Carolina during this particular period of time has increased from $115 million to an estimated $202 million, including all funds, Federal, State, and local. Where we were spending $179.7 million in 1965, we have an estimated $350 million that will be spent during the current year, or the 1970–71 year.

Mr. **Brademas.** So that the infusion of Federal funds has not resulted in a diminution of State aid, but rather the reverse.

Governor **McNair.** That is correct. That is a point I wanted to specifically make, because I have heard over and over, "If we give you money, we expect you to continue at least the same level of support."

Well, what you have done is to stimulate more support at the State level, to build in more programs, and thus we have a total commitment for education, and we are doing a great deal more.

These are some of the points that I make. The retention rate is up. In addition, I would comment that we broadened, and that is not under this, the adult education, and developed a statewide program so that adult literacy is available in every community in South Carolina, and at the current time we have about 45,000 adults going to school at night—they run 4 hours a night, 4 days a week—and they don't have a grade system, they don't have failures. You move as rapidly as you can, and when you can pass the equivalency examination, you get a high school diploma.

One in seven diplomas last year was given to an adult. The average age was 28.

So, we are approaching this thing from every angle, and as a result of your involvement, we began the first statewide kindergarten program last year, where we put in State funds for what we termed a demonstration project, and that was because we wanted to do some things in a different way and we wanted to be able to have more flexibility and latitude, and thus we wanted the State Department to do the planning and the approving of these programs.

I made a point before Mrs. Green's committee, and I would make it here, that the more we can channel the education dollar into and through the education agencies now, the more we can get out of it.

I contrasted a Headstart program, which I do not criticize, because we utilized it—it is a good program, it really meets a real need, and we didn't have funds for this kind of a program—but where it runs independent and separate from the school system, and you have to start with an administrative structure, and you have to really begin from the beginning and build a system comparable to your school system in order to run a Headstart program.

We are taking $2.6 million of Headstart money and running 3,000 children through a full 9-month program.

On the other hand, we are taking $500,000 of State money in a double session, a part of the school system program, and we are providing for 3,700 children, and I was advised yesterday that we would be able to have eight new programs next year because of the efficiencies that have been built into the program. These are programs that we have had consulting advice, help and some planning money from Ford Foundation, Carnegie, and people of that nature.

So, they are not programs we have developed just to see how cheaply we can do it. They are programs designed really to do the job, and we are experimenting and innovating and doing them differently, and all of this.

So, I would encourage that education money be channeled as much as we can do it through the educational people and through the established educational programs and thus they could reach more people and accomplish a great deal more.

This program, I can't be critical of it at all. I think it is a good program. I think, as I pointed out, it stimulated a lot of interest, it has made it possible for us to do a lot of things we would not have otherwise been able to do, strengthen the State departments of education, and we are seeing a shifting responsibility, really, in education, because of the need for equal opportunity throughout a State or throughout a region, the rural, the city, more toward the State assuming more and more financial support.

Thus, the education departments are becoming more important, and must play a more vital role and must be given more of an opportunity to do planning.

We have developed a 5-year plan in South Carolina, and I was delighted with your committee's move to authorize or to continue this program on a 5-year basis.

If I had any criticism at all, it would be the uncertainty of the availability of funds, and I point out that the first year when the program was authorized in South Carolina, we had an authorization of some $29 million, and I think an allocation was made of $21 million. That was 1967.

In 1970, however, $63.9 million was authorized, and we had an allocation of only $33.1 million. So, when there is a wide gap between the authorization and the allocation, you have real problems of getting the school people to develop the kind of plans they should, because they don't know when the funds are going to be available.

I think, too, the fact that the funds come at sometimes awkward times for us—you don't really know well enough ahead how much is going to be available, and thus you wait until you see and you find yourself frantically trying to develop a program, or redesign a program or a plan in a short period of time.

I think those would be the only criticisms that I would have, the lack of preplanning time initially, and thus we have had to get into this thing in a hurry without that advance planning, the lack of advance funding, or extended funding, so that you would know that over a period of 3 years or 5 years that you were going to have a program and you would have a certain amount of money.

Frankly, I like the 5 years. I have suggested it in some other programs, not just in education, that we have some 5-year authorizations.

We do the same thing at the State level, but when we appropriate, that is the authorization, because we don't—that is the allocation—because we don't appropriate and then not allocate.

So, you know from year to year that you are not going to get less than you received the year before, and the likelihood is you will get more.

So, our system, though it is the same annual appropriation basis, does have a built-in assurance that the funds are going to be available.

I think this covers it. As far as we are concerned, we are now concentrating on preschool, early childhood, adjunct education for lack of a better word, and that is because we had a study made 2 years ago that pointed out to us that we had a high repeater rate, first grade repeaters, second grade repeaters. That meant so many were coming without a proper introduction to education and proper preparation. Those were the dropouts along the way.

So, we decided we would have to start with some early childhood education. At the same time, we had the high dropout rate, so, we had to have a program to pick up the adults who had already dropped out, who were out of the system.

We discovered that the ninth and 10th grades were where they were dropping. We were losing them in the ninth and 10th grade. It is amazing the number of 10th graders who are in adult education.

So, for lack of a better starting point, we started building in adjunct education beginning with that eighth, ninth, and 10th grade level, to try to put in new remedial programs and things of this nature to try to catch those people there and add a lot to it and hold them in order to keep them in the school system and then to orient vocational education more toward the needs of today.

I think this has been a real problem in trying to coordinate all of this into an effective plan for education that is designed to meet the needs of the individual.

With that, I would be happy to answer any questions, if you have any.

Chairman Perkins. Governor, let me compliment you on an excellent statement.

I think that the Congress last year learned a lesson, that is, if you can teach the Congress a lesson, about the importance of timely authorizations and timely appropriations. School people throughout the country were placed in a difficult position, not knowing how to plan effectively or efficiently, and not knowing what Congress would finally appropriate.

We were able to extend the authorization for programs under the Elementary and Secondary Education Act for 3 years and at the same time this year, we moved the appropriation at an earlier date. The appropriation now is in conference between the House and the Senate, and I am hopeful it will be acted on in both places this week, certainly no later than next week.

But, still, that is not early enough. The school boards, and most local education agencies, usually employ teachers in April and May. But at least we are heading in that direction, and I hate to think that the Congress in the future will not see that we take earlier action. I think everybody is conscious of this, and no one has pointed it up more clearly than you have in your statement today.

Let me ask you, in connection with evaluating the program, has it been your observation that we have appropriated sufficient, or adequate, sums of money to special education programs from the Federal level, or do you feel that the appropriation is inadequate?

Governor McNair. I think this is one of the critical needs today, and we started 2 years ago a study to determine the special education needs in South Carolina, and I didn't realize what special education included until we began it, and you almost have to define, with some limitations, what you are talking about.

But I think this is an area, as we move into what we call relevant education, education that is designed to meet the individual needs. There is going to be a very, very critical need for more and more money to go into special education.

Chairman **Perkins**. You mentioned the gap between the money actually received and the $69 million that you were eligible to receive. Assuming that the Congress appropriated the full $69 million to your State, would your educational agencies, local educational agencies, be able to utilize the extra funding to advantage with respect to the welfare of the children who need special education?

Governor **McNair**. If we could use all of this to go with all of the other funds that are available to follow a plan that had been prepared, taking into consideration total needs, we could use it.

One thing that I will emphasize is that we will prepare our budget to begin in fiscal 1971—July 1, 1971 and 1972—in October of this year. We will start our budget hearings in September, and we will present it to the legislature in January, and thus we will have our program.

Then if the Federal money comes later and behind that it creates some problems. If we knew in advance—in other words, if there was advance funding—so that this money could be built into the program that we were going to have for the next fiscal year, we could really make the funds that are being used today go a lot further, make them more effective, because certainly they would be utilized more in a total plan than they would in a plan that was developed to take care of, say—sometimes we get a notice really after school has begun, or at the time school is beginning that we have several million dollars more available to you.

Chairman **Perkins**. I agree with that.

Governor **McNair**. And it is just not feasible, I don't care how well you have planned in advance, it is not feasible to implement a program well that way.

Chairman **Perkins**. And we have tried to get this advance funding provision off the ground, but unfortunately the Appropriations Committees have not realized the great need. I am hopeful in the future they will realize the value of advance funding, and that we can do that so the State and local educational agencies may plan better.

Governor **McNair**. Looking back, if we had had at least a year when this program was first enacted, if we had had a year for planning and then funds to implement those plans, we would have avoided many of the problems that have arisen in the various areas that have come before your committee, and caused you and all of us to want to evaluate the effectiveness—has the money been spent wisely.

Well, looking back on it, I doubt if any of us could say that, had we been given this opportunity, we would have used it for precisely the same purposes that we did, because hindsight is always good, but at the same time, the opportunity to look ahead and to plan, to build in something is also advantageous.

Chairman **Perkins**. Mr. Brademas?

Mr. **Brademas**. Thank you, Mr. Chairman.

Governor McNair, I, too, want to join in extending a warm welcome to you. I must say that what this country needs is more Governor McNairs with respect to the field of education in particular. Coming as I do from the State of Indiana, where we have not had the kind of vigorous leadership from the Governor's office in support of education that I think we ought to have in the 20th century, I am indeed envious of the people of South Carolina that they have someone of your courage, as well as your comprehension of the importance of providing adequate support for education from local, Federal, and State levels.

Governor McNair, I am especially impressed by the figures you gave us a moment ago, indicating that, if I recall them accurately, that some three-quarters of the cost of local public elementary and secondary education in South Carolina is provided for out of State funds. That is an example of States' responsibilities to match the rhetoric of States rights that we sometimes hear in my part of the country as well as in your part of the country, and I would hope that other Governors would go out and do likewise.

Often what we find here in this committee is that State officials, both the executive branch and the legislative branch officials, talk about States rights, and berate Congress for not providing more Federal funds, but they don't do much to go out and politic and campaign for more State aid.

I must say in this respect that I am very apprehensive about President Nixon's proposal for tax sharing, and I don't mean to get into this with you particularly. As I read, what the President wants is for Congress to vote the taxes and for the State politicians to spend the money, which is a very agreeable arrangement if you are a State politician rather than a Federal one.

Governor McNair. I am for it.

Mr. Brademas. I understand that. I would be surprised if you were not for it. I am rather sympathetic with the view, of Chairman Mills of the Ways and Means Committee, which is, as I understand it, that since we have a Federal deficit, maybe we ought to get the State politicians to vote an increase in State aid to help us pay off the Federal deficit. In other words, this is a two-way street, but Governor, we had better not try to go down that street this morning.

The subcommittee which I chair, and of which Mr. Meeds is a member, has been planning for some time to get hearings underway on President Nixon's proposed National Institute of Education which, as you may recall, is aimed at strengthening the capacity of the Federal Government in the field of educational research. I hope very much that at such time as we get our hearings going, we can hear from you and some of your associates who have been concerned with operating the national assessment program, because it seems to me, that what you are doing in the national assessment field is absolutely essential if over the long haul we are going to be able to command support from taxpayers for education. I realize, of course, that there is a whole spectrum of issues that surround the phrase "national assessment."

Governor McNair, I wonder if you could comment just a little from your experience with the Education Commission of the States on what I perceive to be a change in attitude on the part of many State leaders, both governmental leaders and educators, toward the national assessment idea.

Governor McNair. Yes, I think, as you know, when we began, there was real apprehension, particularly from the educational community, from the establishment itself, because they thought this was another testing program, and was going to be something that people were going to use to direct criticism rather than to make constructive recommendations to improve education.

The reason we took it over, I was then Chairman of the Education Commission, was because all of the various national education groups came together here in Washington and agreed that if the Education Commission would assume the responsibility for the management of the program that then they would at least go along with it.

Many of them said, "We will support it," and this is the way it came about, and we still have some apprehension, we still have some questions about how the information was going to be released and how it was going to be used.

Naturally, the educational people are nervous and jittery about all of this, and they don't know what it is going to mean in the final analysis, whether it is going to help them get more public support for education or whether it is going to cause more indictments to flow.

My position has been that education doesn't need to be indicted. It needs to be helped. If we have indictments, we ought to have constructive suggestions to them, and we ought to be willing to get in there and help them do something about it.

So, national assessment, though it is in its embryonic stage, and we are just getting into it, could be a tool by which we could begin to measure the quality, what education has been doing, is accomplishing, and thus find those areas that need some special help, and where we aren't making the kind of people—not just the old testing in math and English and things of this nature—but testing the people to see what kind of folks are going to be running this country in the next few years.

Mr. BRADEMAS. I would ask unanimous consent, Mr. Chairman, that certain apropriate materials describing the national assessment project with which the Governor has been identified and which were published last week at the Denver conference be inserted at some point in the record.

Chairman PERKINS. Without objection, it will be inserted following the Governor's testimony.

(The information referred to follows:)

WHAT IS NATIONAL ASSESSMENT?

The idea for a National Assessment of Educational Progress was conceived in 1963, when Francis Keppel, then U.S. Commissioner of Education, began talks with educators to determine whether it would be possible to conduct a nation-wide study which would describe for the American public the educational attainments of various groups of Americans.

When the U.S. Office of Education was established in 1867, one of the duties given the Commissioner of Education was to determine the progress of education. Through the years a great deal of information about what goes into the educational system has been compiled—the number of school buildings, the average educational level of teachers, what percentage of our schools have hot lunch programs, and so on. But a description of what groups of Americans know and can do was lacking. National Assessment was planned to fill this gap.

In 1964, an Exploratory Committee on Assessing the Progress of Education was established, with Dr. Ralph W. Tyler, then director of the Center for Advanced Study in the Behavioral Sciences at Stanford, California, as chairman. Its function was to work out the plan and the measures necessary for such a study. It was funded by the Carnegie Corporation, and later also received funds from the Ford Foundation's Fund for the Advancement of Education and from the U.S. Office of Education. Much of the planning and developmental work was completed by the summer of 1968, the "Exploratory" was dropped from the title, and the Committee on Assessing the Progress of Education began to put the plans into operation. Data-gathering in three subject areas—Science, Writing, and Citizenship—began in the spring of 1969, and was completed in February of 1970. During that time, a sample of four age groups was assessed—19-year-olds, most of whom would have finished high school; and young adults between 26 and 35, most of whom would have completed all their formal education.

In July, 1969, the Education Commission of the States became the governing organization for National Assessment. This put in charge a body which is politically responsive to the public through its membership of Governors, Chief State School Officers, legislators, and other lay people.

The reports which will be published during the coming months for Science, Writing, and Citizenship will provide for the first time census-like information about the knowledge, skills, understanding, and attitudes of selected groups of young Americans in three educational areas. Report 1 covers the National Results of Science. Report 2 is a partial report of National results in Citizenship. Subsequent reports will give detailed analysis by geographic area, sex, type of community, size of city, educational background of parents, Black and non-Black, etc. The Writing Report will be available in a few months. In future years, these same subject areas will be assessed again, thus providing information about progress in level of educational attainment. Also in future years subject areas other than these three will be assessed so that a description of attainments in many areas and over a period of time will be available. The other subject areas, and the assessment cycle, are:

Cycle 1

March, 1969–February, 1970: Science, Writing, Citizenship.
October, 1970–August 1971: Reading, Literature.
October, 1971–August, 1972: Music, Social Studies.
October, 1972–August, 1973: Math, Science, Career & Occupational Development (COD).
October, 1973–August, 1974: Reading, Writing.
October, 1974–August, 1975: Citizenship, Art.

Cycle 2

1975–76: Math, Science.
1976–77: Reading, Literature.
1977–78: Music, Social Studies.
1978–79: Math, Science, COD.
1979–80: Reading, Writing.
1980–81: Citizenship, Art.

COMMENTS ABOUT NATIONAL ASSESSMENT

President Richard Nixon (special education message to Congress March 3, 1970):

"The greatest need in the school systems of the nation is to begin the responsible open measurement of how well the educational process is working. It matters very little how much a school building costs; it matters a great deal how much a child in that building learns. An important beginning in measuring the end result of education has already been made through the National Assessment of Educational progress being conducted by the Education Commission of the States."

Dr. Francis Keppel, former U.S. Commissioner of Education 1962–66:

"American education today is woefully short of the basic information needed to carry forward our many educational purposes, to set sound goals, and to work together to reach them. . . . These assessment efforts are not designed to test individual students, or individual schools, or individual teachers. They are designed to report on regional or nationwide educational levels over a period of time.

"I believe that this matter of national assessment deserves the full attention of the education profession. We are not now reporting satisfactorily to ourselves, to our states, or to the nation on where we stand in education, where we are going, where we plan to go.

"The American people today expect more of American education than ever before. At such a time, isn't it clear to all of us as educators that what we don't know *can* hurt us?" (NEA Journal, February 1966)

James A. Hazlett, Administrative Director, Education Commission of the States:

"National Assessment is a bold new education product measurement program and is consistent with the mood in the country to determine the yield of the educational dollar."

Ralph W. Tyler, Chairman of Exploratory Committee on Assessing the Progress of Education:

"The National Assessment is designed to furnish information to all those interested in American Education regarding the educational achievements of our children, youth and young adults, indicating both the progress we are making and the problems we face. This kind of information is necessary if intelligent decisions are to be made regarding the allocation of resources for education purposes." (National Assessment of Educational Progress, Science Objectives, 1969)

Frank B. Womer, National Assessment Staff Director:

"The ultimate goal of National Assessment is to provide information that can be used to improve education at any and all levels where knowledge will be useful about what students know, what skills they have developed, or what their attitudes are." (Second Annual Scates Memorial Lecture, University of Florida, June 26, 1969)

Russell Vlaanderen, ECS Director of Research:

"National Assessment of Educational Progress is a pioneering project, both from the standpoint of goals to be achieved and the techniques used. New administrative and analytical techniques have been developed which will, no doubt cause controversy within the profession. However, we will know more about what our children know than at any other time in the history of formal education."

How Can National Assessment Reports Be Used by Educators?

Five years of professional and expert planning, organization and field work have gone into National Assessment of Educational Progress, a continuing project of the Education Commission of the States in behalf of its member 43 states and territories. Census-like information has been gathered in Citizenship, Science and Writing, and in coming years will be gathered in 7 other subject areas: Reading, Mathematics, Social Studies, Art, Music, Literature and Career and Occupational Development (vocational education).

With the current release of the partial national findings in the areas of Science and Citizenship a proper question is:

"How can the material released at the national meeting in Denver and the mass of material yet to come over a period of months and years best be used to benefit education?"

The reports, present and to come, do *not* contain judgments or assessments of either individuals, school systems or states. Instead they will tend to indicate areas of strength and weakness in the knowledge, skills and educational attainment of American young people. In addition, they should provide needed benchmarks for the measurement of progress or lack of progress in the subject matter areas over a period of years.

The interest of schools and their appreciation of the potentialities of the assessment was demonstrated by the cooperation given to ECS. At the outset approximately 85 per cent of the schools asked to participate in national assessment agreed to do so. Subsequently, the figure rose to about 95 per cent as understanding of the program grew.

In addition to the nationwide* assessment and the reports prepared on the resulting accumulation of facts, National Assessment established and evaluated a series of objectives in each subject area after consultations with schools, professional educators and laymen with expertise in the field of education. They are available, not as a set of objectives necessary for general adoption, but as illustrative of the need to set curricular and educational objectives before assessments are undertaken.

---

*Although National Assessment was nationwide in scope, involving as it did four geographical areas of the United States, there was no "mass national testing." National Assessment was a statistical sampling of nearly 100,000 persons in age groups 9, 13, 17 and young adults (ages 26 to 35).

National Assessment reports and other materials will be distributed throughout the nation, and especially made available to educators, school administrators, and citizens interested in education upon request to ECS; and information regarding them will be available through professional and technical journals as well as through other information media.

Most school standardized testing programs in use today do *not* furnish examples of the kinds of information young people actually know, instead they indicate (1) how far a particular student is above or below an average score; (2) how far the average score of classroom or school is above or below others with which it is compared.

Such school testing is a very useful educational device to sort out people for college entrance, for curricula planning and other guidance purposes. But though these testing processes are valuable to teachers and educators, they do not provide a nationwide evaluation of the knowledge and skills of young people.

Dr. Ralph W. Tyler, director emeritus of the Center for Advanced Study in Behavioral Science in Palo Alto, has said of the testing commonly used today:

"They measure individual differences and relative performance of groups; they do not appraise individual and group progress in learning. Using these tests the schools, then, are largely sorting and selecting agents rather than educational agents."

The concepts used by the schools were developed in decades past when most workers were "hewers of wood and drawers of water" and relatively few were numbered among the professional, social and political elite. Today science and technology have made vast changes with the result only 5 per cent of the labor force is unskilled. In a single generation, technical, professional, managerial and service occupations have increased by 300 per cent.

Among the immediate benefits of National Assessment are:

(1) The first national description of samples of learning behavior among selected populations of the nation. This will tell us as a nation what young people actually know.

(2) Clarification of the difference between the traditional testing for sorting purposes and the census-like assessment that can provide substantial help in evaluating the attainment levels of selected population groups. National Assessment provides a new model for assessing educational attainment.

(3) Demonstration that educational objectives of a school can be formulated and agreed upon in a way that involves parents, laymen and school staffers with a resultant increase in common understanding of what the schools are trying to do. National Assessment has provided a workable process for citizen involvement in setting educational objectives.

(4) Demonstration that assessment exercises can be constructed to provide information about the entire range of school children, not merely data about the average child.

(5) Demonstration of the feasibility and desirability of using a variety of techniques (e.g. questionnaires, interviews, and performance, etc.) rather than just traditional paper and pencil tests. In the past it has been believed that every pupil must be given every appraisal exercise and hence too much time would be required if several techniques were used, but National Assessment used a method which divided exercises into booklets, or packages so that no one pupil took more than a fraction of the total, yet achievements of a total pupil group could be measured. The techniques of assessment administration (i.e. written material plus tape recording) was designed to minimize reading limitations.

(6) In addition to the direct benefits of National Assessment, a number of "by product" benefits should accrue to the nation's school system. For example, since National Assessment provides specific information on the strengths and weaknesses in educational achievement, it may well contribute to more effective curriculum development and assist in developing programs of emphasis within the school system.

(7) National Assessment will subsequently provide a substantial source of data which will be useful for further research into and understanding of the problems of the central cities, suburbs, differing geographic areas, and communities, as well as Black and non-Black, etc. National Assessment is a new and important collection of information about the United States which will have many diverse applications.

National Assessment will, it is hoped, raise a great many questions among both educators and interested citizens. Aside from such a general and vital question as "Where do we stand, where are we going, where should we plan to go?" A direct benefit of the Assessment is the posing of a number of questions for exploration by the educational community. Among them:

(1) Should state and local school systems make their own assessments?

(2) Should test publishers make assessment-like instruments available to states and local schools?

(3) Can the National Assessment model, using its sampling techniques, experiences in objectives and exercise formulation, be adapted to smaller jurisdictions?

(4) Do some subjects, such as reading and mathematics, lend themselves to "national objectives" without posing a threat to local control of curricular development?

(5) If it is desirable that all young Americans have a general fund of knowledge, skills, appreciation and attitudes of certain kinds; does the elective system (students picking courses of personal interest) or a high degree of local determination of curricula guarantee that all young people will have access to learning experiences necessary for full citizen participation in a technological society?

(6) Will the results of National Assessment help researchers to formulate and explore new questions which will lead to a better system of education for all youngsters?

(7) Will the states find it desirable, practical or politic to develop programs for interstate comparisons?

(8) Should new assessments be developed in such subjects as consumer education, environmental education, study skills, etc.

(9) If National Assessment data prove meaningful should Assessment activities (the evaluation of other subject areas) be speeded up (at considerable increase in costs)?

(10) Do National Assessment results suggest that certain curricula do not even exist in some school districts? For example, do some American students in the year 1970, in a day when astronauts ride out into space and computers manage the lives of many citizens, proceed through their school system without any exposure to science?

KNOWLEDGE OF GOVERNMENT SHOWS INCREASE WITH AGE THROUGH SCHOOL YEARS 9 TO 17

A series of exercises given to 9, 13 and 17-year-olds and to young adults (ages 26 to 35) by National Assessment of Educational Progress, a project of the Education Commission of the States, disclosed that knowledge of government increases sharply through the school years and that 17-year-olds are often more knowing than adults about the structures of government if not about its office holders and its practicalities.

In the citizenship study, one of ten subjects in the nationwide assessment program, exercises were administered to students in 2,500 participating schools while the adults and non-school 17-year-olds were interviewed individually in their homes.

The educational objectives, upon which questions were based, were developed to reflect current school curricula in the area of citizenship, and their importance to society, as agreed upon by schools, scholars and laymen. The exercises written to see how well the objectives are being met, asked about how such things as knowledge of facts about government, awareness of civic problems, knowledge of practical ways to exert civic influence and understanding of important premises underlying the American political system.

The growth during the school years was demonstrated in almost all categories. For example, asked for at least one good reason why senators and representatives often try to vote the way the people in their districts want them to vote, 78% of the 13-year-olds, 83% of the 17s and 81% of the Adults gave an acceptable answer, such as ". . . to be re-eelected," "so people will vote for them," or "they were elected to represent the people."

In a multiple choice question stating that Congress is made up of the House and one other body, 70% of the 13s were able to name the Senate, but the percentages jumped to 91% and 92% for the 17s and young adults.

About half the 17-year-olds (50%) and Adults (46%) were able to correctly answer the question: "When might a state have more senators than it has representatives?" (Answer: When it has a small population.)

Eighty-three percent of the 9-year-olds knew that state governors are elected to their offices as compared with 95% of the thirteen-year-olds, but only 59% of the younger group knew that governors were elected by "the people" as compared with 84% of the 13s.

"Can presidents of the U.S. do anything they want?" In the age 9 group, 49% correctly stated there are limits to the chief executive's power as compared with correct answers from 73% of the thirteen-year-olds, 78% of the 17s and 89% of the Adults.

Asked to give one acceptable reason why the president's power is limited only 18% of the 9-years-olds could do so, but 53% of the 13s, 68% of the 17s and 80% of the Adults knew one or more reasons why there are limitations on the president.

The president's broad public exposure in all types of media was perhaps reflected by the fact that 91% of the 9-year-olds, 94% of the 13s, 98% of the 17s and 98% of the Adults knew the name of the president of the United States. Only 16% of the 13s, 44% of the 17s, and 57% of the Adults could name at least the U. S. Senator from their own state. Relatively few at all ages could identify such political leaders as Secretary of State Rogers (13s—2%; 17s—9%; Adults—16%), Secretary of Defense Laird (13s—6%; 17s—16%; Adults—24%), or Speaker of the House McCormack (13s—2%; 17s—25%; Adults—32%).

Asked why it is necessary to have a government: 48% of the 9-year-olds, 71% of the 13s and 92% of the 17s were able to give such acceptable answers as to protect the people, to give all people equal rights, to keep the country organized, to enforce laws, to prevent crime, etc.

Two-thirds of the thirteen-year-olds (69%) could name the two major political parties. By age seventeen the percentages jumped to 90% and Adults to 95%, but substantially fewer could name a third political party (age thirteen—11%; age seventeen—42%; Adults—53%).

But while knowledge of the structures of government increased with school age and in some instances exceeded that of Adults, the latter often knew more about who held offices and more about local government. For example, more Adults than seventeen-year-olds knew whether their own community had a city council (87% vs. 71%) and a city manager (62% vs. 44%).

One of the most serious aspects of the Adult findings was reflected in responses that indicated that while 86% could give at least one way they could influence the action of the federal government (by participating in politics, writing letters to their representatives, speaking out in public meetings and similar actions,) the percentage of Adults who thought they could influence their state government was 61%.

The Adults indicated they rarely communicate their own opinions with a view to influencing government. Only 27% said they had written to a government official in the past five years about some civic issue, only 12% reported they had ever communicated with a newspaper editor and only 31% indicated they had ever spoken out in public meetings to defend someone or some idea.

The report, which included only the first portion of the assessment on citizenship (further data will be available in a few months), provides an insight into some of the attitudes of young Americans towards situations of discrimination.

Seventy-five percent of the 13s were aware of racial discrimination in the world and 45% could cite actual examples (i.e. denial of rights, physical mistreatment, deprecating jokes, unequal opportunities, etc.) When asked the same question about discrimination in the U. S. the corresponding percentages were 66% and 45%.

When asked questions about religious discrimination in the world and in the U. S. fewer persons were aware of such discrimination. Only 30% of 13s; 38% of 17s, and 59% of Adults could cite examples of religious discrimination in the world, and even less could cite examples in the United States (13% of 13s; 19% of 17s and 30% of Adults.)

National Assessment asked questions to reveal the willingness of individuals to associate with persons of other races. Five business and living situations were suggested and young people were aked if they were willing to have a person of another race assume certain relationships to themselves. The following results were reported:

	Percent willing		
	13s	17s	Adults
Willing for a person of another race to:			
Be your dentist or doctor	81	74	75
Live next door	83	77	67
Represent you in elected office	81	82	82
Sit at next table in restaurant	80	90	88
Stay in same hotel or motel	88	92	89

More than three-fourths of all ages claimed willingness to accept other races in at least four of the five situations. Between 74% and 92% of all age groups said they would accept persons of different races in each situation, except for the Adult group where 67% said they would be willing to have persons of different races live next door.

THE PROFESSIONAL AND TECHNICAL LEADERSHIP OF NATIONAL ASSESSMENT—BIOGRAPHICAL

James A. Hazlett, Administrative Director. He received his B.S. in Education from Kansas City Teachers College, an M.A. in history and political science from the University of Missouri in Kansas City, and an honorary doctorate from Park College. He has done graduate work at the University of Missouri in Columbia and the University of Kansas. He served the Kansas City school system as a teacher, elementary principal, director of research and superintendent, has been a lecturer in education and principal of the summer demonstration school at the University of Missouri in Kansas City. He is past president of the Missouri State Teachers Association, was a member of the Educational Policies Commission, and is a member and past chairman of the President's National Advisory Commission on Supplementary Centers and Services.

Dr. Frank B. Womer, Staff Director. He received his B.A. and B. Ed. degrees from the University of Colorado, and his M.A. and Ph. D. in Educational Measurement from the University of Michigan where he is Professor of Education. Dr. Womer has been a test consultant and associate editor of Houghton-Mifflin Company, and consultant in testing and guidance in the Bureau of School Services at Ann Arbor. He is a member of Phi Beta Kappa, Phi Delta Kappa, The American Psychological Association, The American Personnel and Guidance Association, The American Educational Research Association, and the National Council on Measurement in Education which he is serving as president this year.

Dr. Carmen J. Finley, Associate Staff Director and Director for Exercise Development. She received her B.A. from the University of California at Berkeley, her Ph.D. in Educational Measurement from Columbia. Dr. Finley has been director of Research and Data Processing, Sonoma County Schools, California and has served as visiting professor of Statistics and Educational Measurement at several Universities. She is a member of the editorial board of the California Journal of Educational Research, holds memberships in The American Educational Research Association, The American Psychological Association, The National Council on Measurement in Education and The California Educational Research Association which she has served as president.

Dr. Dale C. Burklund, Director for Field Operations (until July 1970). He received his B.A. and M.A. degrees from Lewis and Clark University and an Ed.D. in counseling and guidance from Stanford University. He has been a teacher, counselor, administrator and director of testing programs in the public schools of Oregon. Dr. Burkland is a member of The American Personnel and Guidance Association, The California Counseling and Guidance Association which he has served as treasurer and president; The American Educational Research Association and The National Council on Measurement in Education. He will return in the Fall of this year to his regular post as Director of Guidance and Curricula for the Santa Clara County, California, office of Education will be succeeded by Dr. George Johnson.

Dr. George Johnson, Associate Director of Operations. He received his B.A. in Science Education and M.S. and Ph.D. in Educational Psychology from Syracuse University. He taught educational psychology and general development at the University of New Mexico, has served as project director at American Institutes for Research in Pittsburgh, was a social scientist for the Rand Corporation, a staff executive and research supervisor for the Systems Development Corporation, and has been Institute Director for American Institutes for Research. He is a fellow of The American Psychological Association and of The American Association for the Advancement of Science. Dr. Johnson, whose memberships include Phi Beta Kappa and the National Council On Measurement in Education, becomes Director for Field Operations on July 1, 1970.

Dr. Irvin J. Lehmann, Director of Research and Analysis. He received his B.Sc., B.Ed., and M.Ed. degress from the University of Manitoba and his Ph.D (Measurement, Evaluation and Statistics) from the University of Wisconsin. Dr. Lehmann devotes half of his time to National Assessment, half to his regular post as professor, Office of Evaluation Services, Michigan State University. He served as project director and co-prinicpal investigator on a study, ***Critical Thinking, Attitudes and Values***, for the Cooperative Research Division of the U. S. Office of Education, has written extensively in the area attitudes, values, testing and measurement. He is a fellow of The American Psychological Association and The American Association for the Advancement of Science; memberships include The American Educational Research Association.

Dr. Eleanor L. Norris, Director of Informational Services. She received her B.A. from San Jose (California) State College, M.A. from The University of California at Berkeley and Ph.D. in mass communications from the University of Wisconsin. She spent three years working as a general reporter and researcher for California newspapers. Prior to joining NAEP, Dr. Norris was a research Scientist with the American Institutes for Research in Palo Alto, California and had been project director of an evaluation of a Title III, ESEA, study in California. She currently spends part time with AIR on an attitude change study funded by the National Institutes for Mental Health. Her memberships include The American Psychological Association, The Association for Education in Journalism, and the National School Public Relations Association.

Dr. John W. Tukey, Chairman of the NAEP Analysis Committee and Chairman of Department of Statistics at Princeton University. He received his Sc.B., and Sc.M. and Doctor of Science from Brown University, Ph.D. from Princeton. He is an associate executive director of research for the Bell Telephone Laboratories and a member of the President's Science Advisory Committee. Dr. Tukey is a Fellow of the Center for Advanced Study in Behavioral Sciences, and has written extensively on communications engineering and statistics for scientific and technical publications. He is a member of a number of American and British statistical and mathematical societies.

Dr. Ralph W. Tyler, former Chairman of the Exploratory Committee on Assessing the Progress of Education. He received his B.A. from Doane College, M.A. from the University of Nebraska, Ph.D. from the University of Chicago, Ll.D. from Muskingum College and Doane. He taught high school in South Dakota, served on the faculties of the universities of Nebraska, North Carolina and Ohio State. He was for several years director of the Center for Advance Study in Behavioral Sciences in Palo Alto and was chairman of the Department of Education at the University of Chicago. He has had wide experience in educational research and as an author in his field. He has served as director of Science Research Association and Chairman of the Committee on Cooperative Education. He is generally considered "the father of National Assessment."

Dr. George B. Brain, Chairman of the Advisory Committee and former chairman of NAEP's Committee for Assessing Progress of Education, and Dean of the College of Education, Washington State University. He received his B.A. from Central Washington State College, M.A. from Ellensberg College, Ed.D. from Columbia Teachers College. He has done graduate work at the University of Colorado, University of Washington, Washington State University, Harvard and Stanford. Dr. Brain taught high school mathematics and science in Washington, has been a school principal and served as superintendent in Baltimore. He has been president of the American Association of School Administrators and a member of the executive committee of the Commission on Science Education.

Dr. John E. Milholland, Associate Director of Research Analysis. A.B. and M.A. from Colorado State University; Ph.D. from University of Michigan; taught in public schools; became faculty member University of Michigan in 1953; 1956–1964 was chief of evaluation and examination division of the Bureau of Psychological Services of University of Michigan; Professor of Psychology at University of Michigan; Fellow of American Psychological Association and American Association for Advancement of Science.

The Education Commission of the States

BACKGROUND

The National Assessment of Educational Progress, the most extensive assessment project of its kind ever undertaken in the United States, is administered by the Education Commission of the States, a non-profit organization representing 41 states and two territories.

The Commission is designed to provide a partnership between educational and political leadership for the advancement of education on a nationwide basis, maintains headquarters offices in Denver and a research staff for national assessment near the campus of the University of Michigan in Ann Arbor.

Its professional staff studies educational issues, collects data, suggests policy alternatives and serves as a clearing house for educational information and as a stimulus for state action to improve and advance education.

The Commission also serves as a focal agency for representing state educational viewpoints and perspectives to the national government. Current research programs include studies on early childhood education, full state funding, interstate teacher certification and major issues in higher education.

In addition to administering National Assessment, the Commission provides information on every conceivable phase and aspect of American education through its publications: Compact, a bi-monthly magazine; ECS Bulletin, a monthly news bulletin; Higher Education in the States, a monthly report and special reports and news releases on current issues and happenings in education.

An example is the June issue of Compact which is an all-drug issue, provides useful information, background and guide lines on drugs, their abuse and some of the methods being used in various parts of the country to combat the problem.

The Commission's annual meetings provide a national forum for governors, legislators and educators. In the fourth annual meeting in Denver July 8 to 10, with the first reports of National Assessment available, the theme is "Accountability '70".

NATIONAL ASSESSMENT IS NOT A NATIONAL TESTING PROGRAM

National Assessment is designed to describe the knowledge, skills, attitudes and understandings of persons in four selected age groups. The results consequently sample what these young people know and do not know. It uses statistical sampling procedures to determine what certain groups of people know, rather than what certain individuals know. National Assessment is a measure of "population knowledge" not the knowledge of an individual.

A standardized test is a different device. The usual test is designed to give a score for each individual who takes it. That score indicates where this student ranks in relation to other students, how he rates in relation to a norm or standard.

The customary standardized test is constructed to measure the ability or achievement of an individual, and also can be used to compare classes or schools. The results are reported in terms such as: "student A scored x number of points and therefore ranks at a certain level in relation to other students of the same age or grade level".

Standardized tests are extremely useful and essential devices for teachers, administrators and other educators. National Assessment is not a substitute for these educational functions. On the other hand, National Assessment is a form of evaluation of educational changes within the larger population, and its purpose is to provide society with adequate information on the quality and success of its educational efforts.

To know that Johnny scores at the 90th percentile on a standardized reading test is perhaps interesting to Johnny and to Johnny's parents, teacher and school; but it tells us nothing about the specific kind of material that Johnny can actually read or understand. Standardized tests do not give us a descriptive analysis of the actual kinds of knowledge or skills young people, as a whole, have or do not have.

National Assessment was specifically not designed to give each individual a score. On the contrary, the assessment was created on the basis of statistical sampling such as is used in public-opinion polls, to establish a census of actual knowledge of groups of persons in the United States at the ages of 9, 13, 17, and young Adults. Not every individual of age 9, 13, 17, or between 26 and 35 must participate in the assessment. The sampling procedure allows selection of a smaller group of individuals, chosen on scientific principles of sampling, who are asked to respond to exercises. Because the sample is chosen on statistically sound grounds, it is then possible to generalize from the responses of the individuals to the larger group which they represent. Thus when the results of National Assessment are announced, they will indicate what *groups* of young people actually know about samples of knowledge and skills in various subject areas.

National Assessment exercises include both very difficult and very easy questions and tasks, so that it will be possible to examine things that most students know and things that only a few students know, as well as what an average number of students know.

National Assessment differs from standardized tests in other ways. National Assessment uses a greater variety of exercise formats. For example, there are various apparatus used in the exercises to assess Science. The students use the devices to demonstrate their knowledge and skill in using scientific equipment. The assessment in Writing actually involved writing, not just asking questions about writing practices and techniques. The Citizenship assessment included evaluation of students in group discussions.

Assessment also uses "packages" which include exercises in more than one subject area. Because of sampling techniques, every student does not take the exact same set of exercises. A student in the first assessment year was given exercises in Science, Writing and Citizenship. Thus, a total score for an individual student would be meaningless, but when a large number of students or adults respond to the same set of exercises, it is possible to describe the knowledge and skill of the entire group which those respondents represent.

Another difference is that while standardized tests are generally administered so that a student reads each question to himself, in National Assessment he hears a taped voice read all instructions and exercises while he reads along in the booklet in front of him. This method is used when groups of about 12 students are assembled to take the assessment package. A few packages are administered to individual students, and an interviewer then reads each exercise aloud and writes down the student's response. For the Adult assessment, each Adult was interviewed in his home by a trained interviewer.

Finally, the method of administration is different from the usual test. National Assessment hires its own field staff to contact schools, draw the sample of students or Adults, and administer the packages of exercises. No school personnel are involved in the administration to students, other than to assist with basic arrangements for the assessment. The method of hiring a permanent field staff, plus using taped reading of instructions and exercises increases the comparability of the assessment procedures used all over the country, as well as lessening any burden which a school might feel if asked to conduct the administration of exercises itself.

RESULTS OF NATIONAL SURVEY OF SCIENCE WILL HELP EDUCATORS WITH CURRICULA

DENVER, COLO., July 8.—There is a steady expansion of knowledge in young Americans from age 9 to 13 and from 13 to 17. . . .

After 17 bookish knowledge begins to drop off. . . .

While youths of 17 are sharper than adults in textbook knowledge, Adults have more general knowledge in areas related to common experience. . . .

These and other findings are part of the first national results of a science survey conducted by National Assessment of Educational Progress, a project of the Education Commission of the States.

Released today at the Commission's fourth annual meeting in Denver, the results will be of interest to school administrators, curriculum specialists, science teachers, school boards, legislators, scientists and interested lay citizens.

The survey, conducted on a random and statistically valid basis by professionals over a period of months, administered several hundred exercises in science to an aggregate of nearly 100,000 young people in the 9, 13 and 17-year-old groups and young adults of 26 to 35.

The purpose of National Assessment, which is designed to continue through the 70's, is to collect information about the knowledge and skills of young Americans with three goals in view: to provide for the first time an index of what young people actually know, to measure changes in knowledge and skills over a period of time and to improve the quality of education in the nation. At the same time the reports may help taxpayers consider how they might get the most out of their educational dollars.

No effort was made in the science survey to rank individuals against other individuals or to compare schools, school district or states.

The same procedure holds for National Assessment's nine other subjects: citizenship, which is also being reported on a partial basis at the Denver meeting: art, career and occupational development, literature, mathematics, music, reading, social studies and writing, each of which will be the subject of assessment reports in months to come.

Future reports will not only give much more data about the knowledge and skill of Americans, but will permit comparisons which are not possible in the first or benchmark reports.

In the science survey it was found that facts and principles of science best known to most 9-year-olds are the simple, commonplace phenomena of experience and the properties of matter, e.g., a baby comes from its mother's body, rocks are solid, iron does not burn. Fewer succeeded in the more abstract and complex exercises.

The 13-year-olds also answered best those items which required knowledge of simple scientific facts and those close to personal observations and experiences. For example, they knew that brushing teeth helps prevent decay, that cancer cannot be controlled by any known vaccine, and that thick, dark clouds bring rain.

The 17-year-olds were a sharp group with a wide range of knowledge gleaned from both textbooks and experience. They knew, for example that no man ever saw a live dinosaur, that an electric current in a copper wire involves the movement of electrons, and similar information.

The young adults had obviously forgotten some of their classroom knowledge, but they came on strongly in the field of general knowledge, the kind that comes from practical experience or from the popular media.

For example, 79% of the Adults knew that whooping cough cannot be inherited, 70% knew that adrenaline is a heart stimulant and 91% that chromosomes in a fertilized human egg determine the sex of the baby.

Comparisons between the 13, 17 and Adult levels clearly show the increase in knowledge from 13 to 17, then the dropping off between 17 and Adult status in book learning and the increase from 17 to Adults in practical knowledge.

Some samples: In analyzing tables to determine the weight of an object 62% of the 13s and 81% of the 17s answered correctly, but by adulthood the percentage had dropped to 63%.

In an exercise dealing with the purpose of repeated scientific measurement, 59% of the 13s and 72% of the 17s were on target as compared with the Adult percentage of 57%.

But in an exercise based upon practical knowledge such as the characteristics of air masses in predicting weather the percentages were 13s—59%; 17—77%, and Adults—85%.

One of the interesting findings in the exercises given to more than one age level was the fact that Adults chose the "I don't know" response more often than those in three younger age levels. It might be possible that more mature persons are willing to acknowledge that they "don't know" or have limitations of knowledge.

The initial reports issued in Denver today cover only the national results at the four age levels. Later reports will cover population groups, will include breakdowns on geographical areas, family background, type of community, sex, etc. of the respondents.

During the Education Commission's Denver meeting, the results of the citizenship and science surveys and the National Assessment Project itself will be evaluated by eleven independent commentators.

NATIONAL ASSESSMENT FUNDING

Nearly seven million dollars have been provided to develop the program of National Assessment of Educational Progress and conduct the first three assessments in Citizenship, Science, and Writing.

The Carnegie Corporation of New York and the Fund for the Advancement of Education of the Ford Foundation contributed initial funds to explore the concept of a national assessment of the knowledge and skills of young people and to develop the first objectives of the program. The Carnegie Corporation has continued to make annual grants for the operation of the program.

Approximately four million dollars have been allocated in the past three years in grants from the U.S. Office of Education's National Center for Educational Research and Development (NCERD) to the Education Commission of the States to conduct National Assessment. NCERD is the educational research agency of the U.S. Office of Education, Department of Health, Education and Welfare. NCERD specializes in the support of research activities designed to develop new educational programs to improve the quality of education at all levels.

NATIONAL ASSESSMENT OF EDUCATIONAL PROGRESS—A PROJECT OF THE EDUCATION COMMISSION OF THE STATES

James A. Hazlett Administrative Director National Assessment Denver, Colorado	Frank B. Womer Staff Director National Assessment Ann Arbor, Michigan

Irving J. Lehmann, Director of Research, Sampling and Analysis
John Milholland, Associate Director of Research
David Bayless, Assistant to the Director of Research
Eleanor L. Norris, Director, Information Services
Perry Gluckman, Consultant

Contracting Agencies for Science Assessment

Educational Testing Service
Research Triangle Institute
Measurement Research Center

Analysis Advisory Committee

John W. Tukey, Chairman	Lyle V. Jones
Robert P. Abelson	Ralph W. Tyler
Lee J. Cronbach	

This summary was prepared to give readers an overview of the first National results of the National Assessment in Science, which are reported in detail in National Assessment Report 1. This summary has been prepared by Clifford L. Dochterman, Director of Public Information, Education Commission of the States.

Summary—Report 1

SCIENCE: NATIONAL RESULTS

BACKGROUND

Who do young people really know? How are the results of our fifty billion dollar annual expenditures on education to be assessed? What is the level of educational achievement of the nation's students and young adults? Are the schools of America doing a good job teaching young people how to read, how to understand and appreciate science, how to develop good attitudes of citizenship, how to write with clarity? How adequately are they performing all the other tasks customarily assigned to them? These, and a host of other questions, led to the development of a systematic plan to gather information and report to the nation about the knowledge, skills, attitudes and understanding of young people at several age levels and the educational progress they are making.

The plan, begun in 1964 by the Exploratory Committee on Assessing the Progress of Education,[1] is to collect information about the knowledge and skills held by 9, 13, and 17-year-olds and of young adults (26 to 35) in 10 subject areas taught in schools: Citizenship, Science, Art, Career and Occupational Development, Literature, Mathematics, Music, Reading, Social Studies, and Writing. Selected subject areas will be assessed each year with emphasis on assessment of each area at appropriate intervals to show where we are going ahead and where we are falling behind. During 1969 the first assessments were conducted for all four age levels in three subject areas—Citizenship, Science, and Writing. This sampling, involved a total of approximately 100,000 persons, carefully selected to represent the whole country.

The first step in developing the plan for National Assessment was to determine a list of educational objectives for each subject. These objectives served as a guide in preparing exercises designed to assess what young people actually know. The objectives were reviewed by interested citizens, subject matter specialists, and educators to assure they are currently and generally accepted as proper goals of education.

---

[1] National Assessment was encouraged in 1963 by Francis Keppel, then U.S. Commissioner of Education. The first chairman of ECAPE was Dr. Ralph W. Tyler, then director of the Center for Advanced Study in the Behavioral Sciences at Stanford, California. The early Funding for National Assessment came from the Carnegie Corporation of New York, of which John Gardner was President. Later funds were received from the Ford Foundation's Fund for the Advancement of Education. The major funds for National Assessment are now provided by grants to the Education Commission of the States from the U.S. Office of Education's National Center for Educational Research and Development and the Carnegie Corporation.

The second step was to develop "exercises" assessing knowledge, skills and other educational achievements. Since attitudes, skills, and other behavior were to be assessed in addition to general textbook knowledge, it was important to use a variety of approaches: questionnaires, interviews, observation, and performance tasks—as well as the traditional multiple choice and short answer paper and pencil questions.

The next step was to select individuals in schools, (household for the adult and out of school 17-years-olds) on a random and statistically valid basis who would participate in the assessment, conducted by a trained staff of administrators. No attempt is made to determine norms or individual scores. National Assessment does not provide information about how well Johnny did, or where Suzy stands in relation to Joe. It is a census-like data gathering process to tell what groups of young people at a certain age level know and do not know (i.e. 67% of 13-year-olds know this to be true, etc.)

The reports tell what young people know about specific questions or tasks, what information or skills they have, and what misinformation they believe. For example, the detailed report on science lists about 190 specific exercises,[2] and gives the percentage making each response. These data provide information to school administrators, curriculum specialists, science teachers, school boards, legislators, scientists and interested lay citizens. Not only do the results show the knowledge and skill of various age groups, but they point out misconceptions and lack of skills. National Assessment reports are planned to be readily understood by parents and other interested layman. Actual examples of performance give a clearer picture of achievements than a test score, or some other abstract measures.

THE REPORT

National Assessment exercises were designed to cover the range from easy to difficult. From the easiest exercises it is possible to report samples of those skills, knowledges and understandings possessed by almost *all* young people. Certain exercises were prepared with a somewhat higher level of difficulty to indicate the knowledge of "average" or typical young persons. Finally, those exercises with the highest degree of difficulty illustrate the knowledge and skills of the most able or most knowledgeable young persons.

When the same exercise is administered at more than one age differences of knowledge, skills and understanding can be compared. When identical exercises were given to 9, 13 and 17-year-olds the percentage responding correctly increased with age. Although the age 17 group seemed to have more classroom or textbook knowledge, young adults did better in some of the more practical categories.

HIGHLIGHTS FROM THE AGE 9 ASSESSMENT

The facts and principles of science best known to the 9-year-old are simple commonplace phenomena and the properties of matter, such as rocks are solid (84%), pine trees stay green all winter (80%); thick dark clouds usually bring rain (87%), iron does not burn by ordinary means (89%); a stick should be dry in order to burn (92%); a human baby comes from its mother's body (92%); and day and night occur because the earth rotates (81%). The 9-year-olds did fairly well in identifying simple characteristics of scientific experiments. When asked whether a man who keeps records about how fast seeds grow is possibly doing a scientific experiment, 91% responded affirmatively. Although they were not required to explain the reason why a balloon which was rubbed against the wall adhered to the wall without falling, 78% of the youngsters agreed that there was a scientific reason for the phenomenon.

As exercises become more abstract and complex fewer 9-year-olds succeeded. Only 22% recognized a suitable definition of a "scientific theory" (e.g. it explains why some things act the way they do,) while others thought it described an experiment (27%), described a scientist (12%) or told all there is to know about something (18%).

---

[2] Although the complete assessment involved many more exercises, about 40% were selected as representative of the total to be publicly released at this time. The remaining 60% of the exercises will be used in subsequent assessments to measure change in performance over a period of time.

A substantial number of the 9-year-olds were able to demonstrate ability and skill in using simple scientific apparatus and conducting simple scientific analysis. Given a beam balance, 96% were able to perform the elementary task of balancing two weights on the beam, and 94% could perform the slightly more complex task of counter-balancing two weights with a third weight.

Familiarity with a common playtime experience illustrated another means whereby the youngster used a scientific principle. When confronted with the problem of a leaking bicycle tire, 72% correctly responded that the necessary first step in solving the problem was to "find where the air leaks out of the tire." The value of experimentation to check a hypothesis was illustrated in another exercise. When asked how to test the suggestion that you could actually make salt water taffy by mixing salt, sugar and water, 66% of the 9-year-olds correctly said that the best way to test the suggestion was to mix the three ingredients and see what happens.

Many 9-year-olds (66%) were also able to analyze a simple respiration table and draw the conclusion that "younger people breathe faster than older persons". Similarly, the 9-year-olds were able to determine from two other simple tables correct responses to questions on temperature and body chemicals.

For example, 59% of the 9-year-olds knew that most plants get most of their water directly from the soil; 52% knew the sun is a star; 44% knew that houseflies can spread serious human disease; 52% knew that a schoolroom is most comfortable at about 70 degrees. Half of the 9-year-olds knew that widespread vaccination is why few people get smallpox today. Only 35% were aware that a quart of mercury would weigh more than an equal volume of air, sawdust, or water. About half (48%) chose water as the heaviest of the listed materials perhaps because of the unfamiliarity with mercury.

Particular misconceptions were frequent in some difficult questions. Only 15% knew that coal was formed from dead plants rather than volcanic lava (selected by 56%). Most (69%) thought incorrectly that the mixing of two equal quantities of water at 70 degrees and 50 degrees would result in an overall temperature increase to 120 degrees, rather than a temperature somewhere between the temperatures of the two original solutions. Only 7% of the 9-year-olds gave the correct answer: 60 degrees.

One instance where the students found difficulty in relating facts to a specific problem was in an exercise regarding the freezing point of water. Where ice melts to water at 32 degrees Fahrenheit, when would freezing take place if the water is cooled from 40 degrees? While 17% answered correctly, (32 degrees) 31% said 30 degrees or even lower, and 30% said 34 degrees or higher.

The responses of 9-year-olds to questions relating to science and superstition were intriguing. Almost three-fourths of the children (74%) did *not* believe that the number "13" brings bad luck, even though 20% suspected number "13" was the bearer of bad tidings. Likewise, 45% did not believe that breaking a mirror, walking under a ladder or letting a black cat cross your path is cause for several years bad luck. Among those who showed a thread of superstition, breaking a mirror as an omen of bad luck had the greatest following (28%), followed by black cats (12%) and walking under ladders (10%).

HIGHLIGHTS FROM THE AGE 13 ASSESSMENT

The 13-year-olds also answered correctly those items which required knowledge of simple scientific facts, many of which were close to everyday experiences and personal observations. Most of this age group were able to make simple judgments based upon elementary scientific knowledge.

The 13-year-old student is aware of much of the common scientific data and phenomena about him. For example, 98% knew that a baby comes from its mother's body; brushing teeth prevents tooth decay (98%); fanning a fire makes it burn faster because of the increased oxygen (79%); cancer cannot be controlled by a vaccine (78%); thick dark clouds are likely to bring rain (93%); 70 degrees is a comfortable school room temperature (80%); oxygen is the most abundant element in the human body (92%), and the lack of atmosphere on the moon would preclude such activities as building a fire or flying a kite (74%).

Some parents may be surprised to learn that 89% of this age group can select a group of foods which represent a balanced meal (e.g. steak, bread, carrots and milk), from among five alternative lists.

The 13-year-olds were able to answer correctly many questions requiring knowledge beyond everyday observation, such as facts about prehistoric man, the formation of sedimentary rocks, the movement of air masses, and elementary physical and biological science. 65% had some understanding of the characteristics of sedimentary rock, and a similar percentage (63%) could identify features of prehistoric man. Predicting the movement of air masses was recognized by 59% of the students as a more important factor in predicting weather than noting the extremes of humidity, wind speed, and temperature.

Half of the 13-year-olds (51%) were aware of the principle of refraction as the scientific phenomenon which can make a spoon in a glass of water appear to bend sharply at the surface of the water. Slightly over half of the group (54%) knew that flower seeds develop from ovules rather than leaves, petals, roots or stems. The prime difference between hot and cold water was correctly identified by 61% as the speed of the water molecules.

The students in the 13-year-old age group did particularly well with a series of exercises requiring conclusions to be formed on the basis of tables and graphs, or by making judgments by selecting from several sets of data. One such exercise asked the students to select the scarcest element from a table listing weights of various common elements found in the human body. The correct element (sodium) was selected by 81%. From a graph noting the weight of guinea pigs, 71% of the age group were able to determine the effect of specific diets upon the animals. In another interpretation of graphs and tubular data, 61% were able to correctly figure the food needs of a dog. 75% were able to interpret data to determine which of three solid objects of the same volume weighs the most based on the amount of water each displaces. A correct scientific hypothesis was drawn by 83% of the respondents when they were asked why paint on one side of a house was deteriorated more than paint on the remaining sides (e.g. likely cause is wind and sun).

Thirteen-year-olds found difficulty when asked which is the center of the memory and intelligence system of mammals. 26% selected the correct answer "cerebrum" while 21% selected the alternate choice "cerebellum" and 11% chose "medulla." Another exercise asked for an explanation of why an ocean fish fossil was found on a mountain rock outcrop. Only 26% accurately identified the scientific explanation that the mountain had undoubtedly been raised up after the fish had died. About half (53%) though the best explanation was that the fossil fish was carried to the mountain by a great flood.

This age had some difficulty in using and selecting scientific apparatus. Over half (64%) were able to achieve balance with two unequal weights on a beam balance. Very few (4%) were able to find out the density of a wood block using the beam balance and a weight of a known mass. About a third (36%) of the 13-year-olds were able to select from a variety of pieces of laboratory apparatus the equipment necessary to determine the boiling point of water. Only 38% were able to time correctly how long it takes a pendulum to swing back and forth 10 times.

Nearly three-fourths (73%) knew that the statement, "My dog is better than your dog," is not a question amenable to scientific inquiry, and 69% recognized that repeated measures of the same thing will usually yield successive results which are close to each other, but not all exactly the same. Mathematics was identified by 79% of the age group as one of the most useful skills in scientific research. 56% knew that the basic purpose of a scientific theory is to explain why things act as they do (compared to 22% of the 9-year-olds who were asked the identical question).

The assessment of attitudes of 13-year-olds toward science indicate that the majority (64%) are "sometimes" curious about why things in nature are the way they are, although only 8% indicated they "often" had such curiosity. 94% of the 13-year-old youngsters believe that women can be successful scientists; and 91% correctly believed that scientists do not always work in laboratories.

HIGHLIGHTS FROM THE AGE 17 ASSESSMENT

The knowledge and skills of 17-year-olds indicates a wide range of common knowledge as well as textbook information. The exercises which appeared to be the easiest for the age group were ones which seemingly involve "common" knowledge. High percentages of 17s knew that gasoline comes from petroleum (93%); that certain animals and plants such as snakes, road-runners and cactus are usually found on the desert (98%); that among five animals that have been found as fossils in rocks, only dinosaurs have never been seen alive by man (89%); which foods represent a balanced meal (95%); that a galaxy contains many stars (69%) and that the electric current in a copper wire involves mainly the movement of electrons (69%).

As the exercises required more knowledge or skill normally associated with class or textbook study, the number of correct responses decreased among the 17-year-olds. This type of knowledge was demonstrated by about half of the group: matter is made up of individual moving particles (58%); adrenaline acts as a stimulant to the heart (56%); the longer a rock falls, the greater its speed (54%); most chemical changes can be described as atoms rearranged into different molecules (54%); the higher of two musical notes has a higher frequency and shorter wavelength than the lower (46%); the function of the placenta in a pregnant human female is to carry nourishment to the baby (41%); and mercury can be enclosed in glass to make a thermometer because mercury expands more than glass when both are heated together (56%).

The 17-year-olds also demonstrated some common misconceptions. An exercise asking of what metal cans for holding foodstuffs are chiefly made; 93% thought they were made of tin, while only 3% chose the correct response—iron. Asked to choose a characteristic of birds but of no other animals, 27% selected the incorrect response "ability to fly", rather than "a body covering of feathers" which was correctly chosen by 52%. Slightly over a third (36%) knew that adding salt to water results in the water freezing at a lower temperature, while 28% thought it would result in the water evaporating faster.

More 17-year-olds than 9s and 13s answered "I don't know" to difficult exercises. When asked to determine from a chemical equation which two elements are oxidized, 41% indicated "I don't know", (6% answered correctly). Almost half (45%) said they didn't know the correct answer to an exercise regarding the amount of DNA in a mature egg and sperm cells (a question answered correctly by 34%). In another technical exercise, almost half (48%) replied "I don't know" to a question involving the number of ohms resistance in an electric circuit. Over half (54%) selected the "I don't know" when asked what was shown by experiments in which subatomic particles were shot at metal foil. 18% answered this exercise correctly, i.e. atomic nuclei would be more dense than the rest of the atom.

The 17-year-olds were able to perform well on several of the exercises using elementary scientific apparatus. 75% correctly used the beam balance on an exercise requiring the use of weights and distance. The experiment with the use of a pendulum to measure the time for the pendulum to swing back and forth was performed correctly by 56% of the participants. Most of the age group was unable to use the apparatus to determine the density of a wood block, only 12% responded correctly while 63% gave an incorrect response and 25% did not answer.

When asked to give three reasons why the engine might not start again, if a car stops at a traffic light and the engine stops running, 85% were able to suggest at least two acceptable reasons.

The 17-year-olds showed varying degrees of success in interpreting data and offering scientific explanations for certain natural occurrences. In one exercise 68% recognized that if one part or member of an ecosystem (a meadow where rabbits eat grass and hawks eat rabbits) were disturbed, there would be conseqences for other members of the system. 20% did not think upsetting the balance would affect other parts of the system. Many 17s found difficulty in analyzing an experiment to determine the loss of weight of growing seedlings. Only 18% identified the best explanation of a steady loss of weight of a flask which is planted with corn and stoppered with a one-hole stopper is that the seedlings use starch in the seeds and give off gases that escape. Almost as many (17%) chose the alternative, "The original water evaporates within the first day," and 29% said they didn't know.

When 17-year-olds were asked specific questions about scientific theories or descriptions, the percentage of correct responses was not particularly high. Few (29%) indicate they knew that Boyle's law, Charles' law and Graham's law can be generalized in terms of kinetic-molecular theory. Almost half (47%) said they didn't know. That the theory of evolution was proposed by Charles Darwin was, however known by 68% of the group, although 19% said they did not know who proposed the theory. Uranium-lead dating was recognized by only 9% as a method to obtain accurate estimates of the age of the oldest known rock strata. A fourth (25%) of the 17-year-olds chose "radiocarbon dating" as the correct response, and 38% incorrectly thought that accurate estimates are determined by a "correlation of age of fossils contained in the starta."

HIGHLIGHTS FROM ADULT (AGE 26–35) ASSESSMENT

Much of the fundamental scientific knowledge and skills demonstrated by the adult group may be considered in the area of "general knowledge"—the type of information which they may have read in magazine or newspaper articles, or seen in television programs and "common knowledge", which is reinforced by regular and practical experiences. A high percentage of Adults knew facts which have medical connotations: adrenaline is a stimulant to the heart (70%) ; whooping cough is a disease which cannot be inherited (79%) ; testes produce sperm in mammals (67%) ; in an organ transplant, tissue rejection is least likely to occur if the donor is an identical twin (60%) ; chromosomes in a fertilized egg determine the sex of a human baby (91%) ; widespread vaccinations is why so few people in the U.S. get smallpox (95%) ; and in human females, the egg is released in about 14 days after menstruation begins (55%).

Certain biological facts were not known by a majority of the Adult groups. 36% of the Adults picked the cerebrum as the center of memory and intelligence in mammals. 31% correctly answered an exercise about the blood type of an offspring if the parents had OA and OB types (50% responded "I don't know"). 45% identified the function of the placenta in a pregnant human female.

Adults did better in other exercises. The theory of evolution was correctly associated with Darwin by 63%. The same percent (63%) knew that an electric current in a copper wire involves mainly the movement of electrons and that the purpose of a fuse in an electric circuit was to make the circuit safer (64%). Nearly two-thirds knew that flower seeds develop from ovules (62%). 85% were aware that the movement and characteristics of air masses are important in predicting weather.

Adults did about as well on some exercises requiring an analysis of facts, performing mathematical calculations and the handling of apparatus. 56% were able to figure the time required for a boat to travel down stream after knowing the speed of the boat and the river. When a rock falls from a cliff, 51% recognized that the longer the rock falls—the greater the speed. 89% were able to read correctly a graph relating to heartbeats of a person swimming. A beam balance exercise was performed correctly by 74% of the Adults, although only 12% could determine the density of a wood block after being given various bits of appropriate information. A quarter of the group (25%) knew that doubling the size of each dimension of a cube will increase its volume 8 times. The problem presented by a swinging pendulum was handled correctly by 49% of the Adults. This can be compared with 38% of the 13-year-olds and 56% of the 17-year-olds.

Relatively few Adults answered correctly highly technical questions on exercises involving knowledge generally learned in school or reinforced by formal education or related vocational experience. For example, only 26% knew that the periodic table was a chart showing relationships of chemical elements. 16% responded accurately to an exercise relating to the atomic weight of titanium. That uranium-lead dating has been used to obtain accurate estimates of the age of the oldest known rocks was known by only 3% of the Adults. A quarter of the respondents (25%) realized that atoms are rarely destroyed so that carbon atoms in a piece of bread could actually have been part of a dinosaur's body in ages past. A question about the wavelength of light waves traveling in a vacuum was answered correctly by 22% (light wave with higher frequency has shorter wavelength).

Adults chose to use the "I don't know" response category far more often than the other ages. Are adults more aware of their lack of knowledge and understanding of scientific facts and theory? Does greater maturity permit them to acknowledge lack of information more freely? Has more recent associated with multiple-choice tests made younger groups more willing to "take a guess" than to admit they do not know. For example, the amount of DNA present in a mature egg and sperm cell is identical in the same organism (67% chose "I don't know") ; in the question relating to blood types 50% chose "I don't know."

OVERLAPPING EXERCISES

As noted before, identical exercises administered at several ages provide comparisons between the age levels. The correct responses suggest the expansion of knowledge and growth in skills as the age of the group increases from 9 to 13 to 17. The tendency then, however, is to observe a decrease in correct responses from the 17-year-olds to Adults in nearly all exercises associated with classroom experiences or textbook study. The 17s may have greater textbook type knowledge, although the "general knowledge" of the Adults seems greater in areas related to common experiences. The following examples illustrate these points for 13s, 17s and young adults in comparing the correct responses to overlapping exercises:

[In percent]

Exercise	13's	17's	Adult
Analyzing tables to determine weight of object	62	81	63
Purpose of repeated scientific measurement	69	72	57
Timing a pendulum	38	46	49
Characteristics of air masses in predicting weather	59	77	85
Effect of changing a member of an ecosystem	(*)	68	52
Adrenaline a heart stimulant	(*)	56	70
Function of placenta	(*)	41	45
Purpose of a fuse	(*)	49	64

*Not asked of this age level.

The "I don't know" response can be compared on some of the overlapping exercises where identical questions were asked of 17-year-olds and Adults. In all but one of the following examples the adults selected "I don't know" more often than the 17s.

[In percent]

Exercise	17-year-olds		Adults	
	Correct	I don't know	Correct	I don't know
Atoms are rarely created or destroyed	40	11	25	25
Uranium-lead dating	9	15	3	43
DNA in cells	34	45	21	67
Darwin theory	68	19	63	30
Egg release 14 days after menstruation	29	18	55	11

For some exercises there was little difference between 17s and young adults, thus when asked whether United States scientists are ahead of scientists of other countries in every field of research, the percentages who believe this were 17% and 19%, respectively. Those who did *not* believe the statement were 76% and 75%.

Differences in the interests and habits of the two age groups in watching scientific programs on television were revealed in an exercise which asked: "If you learn about a special television program dealing with a scientific topic, do you watch it?"

[In percent]

	17's	*Adults*
Often	17	29
Sometimes	64	56
Never	19	15

DATA COMPARISONS

This report covers only the national results for the four age levels. Complete results for population groups (geographical, type of community, sex, etc.) are not yet available but will be reported later. In order to give the public an understanding how the group comparisons will be asembled and presented, the national report on science includes comparisons of population groups of all 17s in 10 exercises.

Generalizations about kinds of knowledge in the various groups should not be attempted from the limited number of exercises presented for detailed analysis. Such evaluation should be reserved until complete results are available.

It is interesting, however, to inspect a few of these comparisons. In an exercise which asks a generalization about the kinetic-molecular theory 29% of all 17-year-olds answered correctly. Those from the Northeast answered correctly perhaps 8% higher (37%) than all 17s and those from the West perhaps 5% lower (25%).

871

There was no noticeable difference in the responses when comparing the size of communities or comparing responses of males and females. On the same question 37% of the 17-year-olds whose parents had post high school education responded correctly or about 8% higher than all 17s, as did 15% of those whose parents had some high school but were not graduates, or about 14% lower than all 17s.

There is great national concern about the adequacy of Black educational achievement.[3] When the full science results have been analyzed National Assessment will have a number of significant facts to report. From the analysis of a few illustrative exercises, it can be observed that there are no uniform differences between Blacks and non-Blacks in all exercises. Although in half of these 10 exercises the 17-year-old Blacks performed substantially below all 17-year-olds, in the other half the differences were negligible.

In the 10 exercises which were given detailed analysis, the 17-year-olds from affluent suburbs were higher or slightly higher than all 17s in half of the exercises. Those from impoverished inner cities were perhaps slightly lower in half of these 10. It would be premature to draw inferences from these limited results. It may prove to be as enlightening to compare exercises for which differences do not appear as it is to compare large differences from group to group.

Comparisons of the responses of 17-year-old boys and girls were also not consistent. In five of the detailed exercises there were no noticeable differences. One exercise, requiring the use of the beam balance apparatus showed perhaps a 6% higher success by boys than by girls. The opposite result occurred in an exercise regarding the speed of a falling rock, where boys were perhaps 4% lower than girls.

In eight of the 10 analyzed exercises 17s whose parents' educational level was beyond high school were more often correct than all 17-year olds.

A CONCLUDING OBSERVATION

Those interested in a detailed analysis of National Assessment national results in Science should consult the complete report available from the Education Commission of the States, 822 Lincoln Tower, 1860 Lincoln Street, Denver, Colorado 80203, or NAEP, Room 201 A Huron Towers, 2222 Fuller Road, Ann Arbor, Michigan 48105. Supplementary reports will be available in a few months to provide complete data and a variety of comparisons among groups.

National Assessment is the first nationwide effort to provide concerned citizens and educators with dependable information about how we, in the United States are attaining agreed upon educational objectives. As areas are assessed again, educational progress—or its absence—will be revealed and educational problems which require continuing attention may be identified. It is hoped that National Assessment reports will provide valuable indices of American educational results which will be useful in making educational decisions.

NATIONAL ASSESSMENT OF EDUCATIONAL PROGRESS—A PROJECT OF THE EDUCATION COMMISSION OF THE STATES

Summary of Report 2

CITIZENSHIP: NATIONAL RESULTS—PARTIAL

BACKGROUND

The kind and quality of citizenship education in the nation's schools and what it means to the people of the United States is of paramount importance to the national welfare.

National Assessment, a census of educational attainment, intended to help measure the "gross educational product", has a number of preliminary and partial findings in the area of Citizenship. A complete report on Citizenship will be available at a later date. National Assessment reports will provide educators and concerned citizens with dependable information about how well the country is attaining specified educational objectives, the progress being made and the problems still to be overcome.

---

[3] Although National Assessment considered collecting data on other racial groups, the random sampling procedures did not provide sufficient numbers of persons from other minority groups to give meaningful and statistically reliable results.

Unlike standardized achievement tests which produce scores mainly to show differences among individuals, National Assessment is geared to measure and report the percentage of persons who demonstrate certain achievements, knowledge, skills and attitudes. The Citizenship Report, for example, shows that 11 per cent of Adults belong to organizations which take action of one kind or another against unequal opportunities, but does *not* report "scores" for citizenship as a whole, either for individuals or groups.

Four age levels, 9, 13 and 17 and young adults (26 through 35 years old) were included in the 1969–1970 Citizenship assessment.* The 9 and 13-year-olds, and most 17-year-olds, were assessed in 2,500 participating schools. Out-of-school 17's and Adults were interviewed individually in their homes. The number of respondents at each age (total for all ages was approximately 100,000 persons) was chosen to insure adequate representation of the diversity of the nation.

The "exercises" used in the Citizenship assessment were varied in nature and approach. All, however, were designed to avoid unnecessary difficulties to test the respondent's knowledge and reactions as simply and directly as possible. Questions were often asked in individual interviews. Groups were asked to join in solving problems. When questions were put in written form, the respondent also heard the questions read to him from a tape recorder, thus, reducing dependence on reading skills. Answers were kept to a word or two, or to the checking of one of five alternatives.

National Assessment seeks to show how widely particular Citizenship knowledge and attitudes are held at each of four age levels. For example, 19 per cent of all 17-year-olds assessed can cite at least one example of religious discrimination in the United States demonstrates an awareness of one's country and concern for other individuals.

What are important citizenship objectives? What does the nation, expect persons of different ages to do, to understand and to value? No consideration was given as to whether homes, schools, or other institutions have contributed most to present levels of achievement. Nor was any examination made of current curricula in the area of Citizenship. Importance to society, as agreed upon by schools, scholars and laymen, was the basis for developing objectives.

For reporting purposes, nine categories closely related to the final objectives, were selected. Only the three underlined are being reported at this time; the remaining six will be reported at a later date:

A. *Show Concern for the Well-Being of Others.*
B. Support Rights and Freedoms of All Individuals.
C. Recognize the Value of Just Law.
D. *Know the Main Structure and Functions of Our Government.*
E. *Participate in Effective Civic Action.*
F. Understand Problems of International Relations.
G. Approach Civic Decisions Rationally.
H. Take Responsibility for Own Development.
I. Help and Respect Their Own Families.

HIGHLIGHTS OF 9- AND 13-YEAR-OLD ASSESSMENT

Attitudes and knowledge of the two younger age groups were compared by their responses on identical exercises.

Concern for the well-being of others can be shown in several ways: being aware of conditions of need, knowing ways to help, being willing to help and actually giving appropriate help and support.

Nearly everyone has an opportunity at one time or another to demonstrate concern by helping friends when they need help. Over half (53%) of the 13-year-olds reported that they had helped a friend within the month, and 82% reported having done so within the past year. The 9-year-olds reported being somewhat less helpful to friends, the corresponding percentages being 32% (within a month) and 59% (within the year). If these figures are at all similar to what the 13-year-olds would have reported 4 years earlier, then considerable progress was made during the period of growth and added maturity.

Approximately half (57%) of the 9-year-olds and 80% of the 13-year-olds signified that they would be willing to continue to associate with a companion whose father was jailed for stealing. Most of the young people willing to continue the association took the position that a child is in no way responsible for his father's actions so it does not help to reject a friend whose father acted wrongly; thus, at least verbally supporting the principle of judging individuals by their own behavior.

---

*The nine other areas included in National Assessment are Science (See 1970 summary or complete report), Writing, Literature, Mathematics, Reading, Music, Art, Social Studies, and Career and Occupational Development.

The 9 and 13-year-olds were asked questions about the main structure and functions of government. A high percentage (83% at age 9, and 95% at age 13) knew that governors are elected. Knowing that a governor is elected does not necessarily indicate knowing who elects him; 59% of the 9's and 84% of the 13's could state in their own words that "the people" elect the governor.

Ninety-one per cent of the 9 year group and 94% of the 13's named the President of the United States. (98% for 17-years-olds and young adults.)

Interview exercises provided an opportunity for 9 and 13-year-olds to report on effective participation in civic action. When asked whether they had ever taken part in some organized civic project to help other people or to make the world a nicer place (e.g. collected food or clothing for others; planted trees; cleaned a neighborhood park; or participated in other town, school, church or club community service project), 63% of both 9's and 13's reported they had done so in the past year. Fifty-five per cent of the 9's and 70% of the 13's reported participating in two or more civic projects in the past.

A group observation exercise was conducted with 9-year-olds to observe behavior which required interaction and cooperation among students in order to complete a task successfully. Trained observers recorded selected actions. For 9-year-olds the task was for four-member teams to ask questions to identify a hidden prize. All team members had to agree on the questions to be asked, so cooperation and organization were essential.

This exercise in small group cooperation demonstrated that: 97% of the 9-year-olds suggested a new question to ask; 79% gave a reason for their viewpoint; 75% sought information related to the game; and 75% helped organize or change the procedure.

HIGHLIGHTS OF 13- AND 17-YEAR-OLD AND ADULT COMPARISONS

Several questions related to discrimination and unjust treatment were designed to assess attitudes and actions which demonstrate a concern for others. One exercise described a hypothetical case of children of a minority group being excluded from a park, and the respondent is asked whether he would feel he should do something about the matter if he saw it happen. The majority (82% of 13's and 91% of 17's and 79% of Adults) felt they should do something about the observed discrimination in the park. Why the 9% rise from the 13's to 17's? Why the 12% fall from 17's to Adults?

More than 80% of all of each age (80% of 13's, 92% of 17's and 82% of Adults) could name at least one acceptable way to help if they wanted to (e.g. report to park authority, tell person it was wrong, report to police, contact civil liberties group, etc.)

The 13 year age group was compared with the older groups in their knowledge of the structure and operation of government. Most 13's (70%) and nearly all of the 17's and Adults (91% and 92%) could identify the Senate being part of Congress. Seventy-one per cent of 13-year-olds could give acceptable reasons why we have a government compared to 92% of the 17's (also 48% of the 9-year-olds.) The 13's (82%) were close to 17's (93%) and Adults (86%) when asked why it is good that we usually have at least 2 candidates for an election (i.e. "so people can make a choice"). The 13-year-old group was not far behind the 17's and Adults in evaluating the reasons for legislators voting in accordance with the wishes of their constituents (13's—72%, 17's—83%, Adults—81%).

Knowledge of the names of current office holders tends to measure an individual's awareness and information about the operations of and happenings in the government. Nearly everyone knew the President's name and most knew the name of the Vice President. As the following data indicates, fewer could name other major federal officials or representatives:

	Percent		
	13	*17*	*Adult*
President (Nixon)	94	98	98
Vice President (Agnew)	60	79	87
Secretary of State (Rogers)	2	9	16
Secretary of Defense (Laird)	6	16	24
Speaker of the House (McCormack)	2	25	32
Senate Majority Leader (Mansfield)	4	14	23
At least one Senator from own State	16	44	57
Both Senators from own State	6	18	31
Congressman from own district	11	35	39

The above figures demonstrate rather clearly that an awareness of the name of current political leadership increases with age.

Over two-thirds (69%)of the 13's could name the 2 major political parties in the United States. This was accomplished by nearly all the 17's (90%) and Adults (95%). Substantially fewer could name a third political party (13's—11%, 17's—42%, Adults—53%). More than twice as many Adults (78%) as 13-year-olds (34%) could name the political party of the Governor of their own state.

Respondents at ages 13 and Adult were asked to name local interest groups who might support or oppose some hypothetical community activity. At age 13, 61% could name at least 2 local groups who might help start a youth club. In the adult sample, 60% could name at least one group who might support, and at least one group who might oppose, someone who wanted to tear down his house and put up an apartment house in its place. These exercises were intended to demonstrate the knowledge of the individual to the workings of his government, limitations of governmental authortiy, and an awarness of the resources of the community in which he lives.

The report does not and cannot match what people say they are willing to do and what they would do in an actual situation, but willingness to associate without prejudice is seen as a civic goal in itself and one that tends to encourage fair policies and practices. Asked if they knew any place in the world where people were treated unfairly because of their race, 75 per cent of the 13-year-olds answered in the affirmative and 45 per cent could cite actual examples (i.e., denial of rights, physical mistreatment, deprecating jokes, unequal opportunities, etc.), When asked the same question about the U.S. the corresponding percentages were 66 and 45 per cent.

When religion was substituted for race the majority of all three groups were aware of discrimination in the world with the amount of awareness increasing slightly with age, but fewer could cite examples of discrimination (30% at age 13, 38% for the 17's, and 59% for the Adults). Examples of religious discrimination in the United States were cited by 13% of 13's, 19% of 17's and 30% of Adults.

An exercise was designed to reveal the willingness of individuals to associate with persons of other races. Five business and living situations were suggested and respondents were asked if they were willing to have a person of another race assume certain relationships to themselves. The following results were reported:

	Percent Willing		
	13's	*17's*	*Adults*
Willing for a person of another race to:			
Be your dentist or doctor	81	74	75
Live next door	83	77	67
Represent you in elected office	81	82	82
Sit at next table in restaurant	80	90	88
Stay in same hotel or motel	88	92	89

More than three-fourths of all ages claimed willingness to accept other races in at least four of the five situations. Between 74% and 92% of all age groups said they would accept persons of different races in each situation, except for the Adult group where 67% said they would be willing to have persons of different races live next door.

Substantial majorities in all age groups knew ways to help others meet specific needs. This is not to say they would actually do so. They knew how to report a fire, where to report a non-functioning traffic light, where to report a public health menace such as uncollected garbage in the street, how to get a baby sitter, how to get a dog license, how to report an unfair business practice. Not all knew how to assist in all categories, but a large number could help in three or even four categories. The adults, as might be expected, scored highest. Examples: 95 per cent knew how to report a health menace or fire and 88 per cent knew how to report an unfair business practice.

Many knew at all four ages that the President does not have the right to do anything affecting the United States that wants to (9's—49%, 13's—73%, 17's—78%, Adults—89%), but the percentages varied widely by age when the four groups were asked to cite one acceptable reason why the President's power is limited. Only 18 per cent of the 9-year-olds could provide a reason as compared with 53 per cent of the 13's, 68 per cent of the 17's and 80 per cent of the Adults.

The majority (61%) of 13's were able to give at least one reason why they might write to elected officials, or to people who make our laws.

Willingness to express one's views publicly or to disagree publicly with another whose views are contrary to one's own was measured in observed group discussions on selected topics. About half (42% of the 13's and 56% of the 17's) were willing at the outset to express their opinions on the given topic. While 17's volunteered more initial opinions, far more 13 year olds volunteered at least one contrary opinion. When the students were asked to give a contrary opinion to the one given by a student speaker, 63% of the 13's and 31% of the 17's were ready with an opposite opinion.*

In response to the question: "Suppose our country made a mistake. Should they tell about the mistake? Or should they keep it secret so they won't look silly" both age groups felt strongly (67% of the 13's and 76% of the 17's) that the government should own up. Both groups veered sharply when asked "If someone gets sick, should his doctor and hospital bills be paid by the government?" Fifty-one per cent of the 13's said no as did 44% of the 17's.

HIGHLIGHTS OF THE 17-YEAR-OLD AND ADULT ASSESSMENTS

Several significant exercises provided specific data on the 17-year-olds and young adults. At these ages we can compare knowledge about the form of local government in the respondent's own community. A higher percentage of adults living in a town or city than 17 year olds knew whether their community had a city (or town) council (87% vs 71%). Only 44% of the 17-year-olds were aware that their city did or did not have a city manager as compared to 62% of the Adults. The differences disappeared for knowing whether the city had a mayor (adults—86%, age 17—85%).

Less than half (46%) of the adults, and just 50% of the 17's could recognize the condition (i.e. when a state has a small population) in which a state might have more federal senators than representatives.

Several exercises were concerned with a citizen's participation in civic action. A majority of the 17-year-olds (79%) and adults (86%) could cite one or more ways in which U.S. citizens can influence the actions of their federal government. But when asked if they think they can influence decisions of their *state* government only a little more than half said yes (age 17—52%, adults—61%). The difference in the exercise formats may have influenced the answer. The use of the term "you" instead of "citizen" in the state exercise may have elicited a truer reflection of involvement. National Assessment results showed that 27% of Adults have communicated with a government official about a civic issue, 12% have written to a newspaper editor and 31% have spoken in a public meeting to defend someone or some idea.

The involvement of individuals in organized political action was explored in the 17 and adult assessment. Twenty-six percent of the Adults reported campaigning at least once for a political candidate. A higher percentage (47%) of 17's reported campaign participation; but this comparison with Adults should not be misinterpreted, because the 17's were credited for campaigning for fellow students in school and club elections. Almost half (46%) of the 17's belong to at least one club or organization outside of school, although it is not specifically known how many of these organizations had a civic function. A quarter (25%) of the adults indicated that they belonged to at least one club or organization for community improvement.

A CONCLUDING OBSERVATION

Those interested in a detailed analysis of National Assessment partial results in citizenship should consult the complete report available from the Education Commission of the States, 822 Lincoln Tower, 1860 Lincoln Street, Denver, Colorado 80203, or NAEP, Room 201A Huron Towers, 2222 Fuller Road, Ann Arbor,

---

*Although the issues discussed and the viewpoints expressed in the above mentioned exercises *did not* constitute measures of citizenship they are revealing and interesting as concerns of young people. For example, of those who expressed initial opinions 52% of the 13's and 41% of the 17's who gave opinions thought schools should have rules about clothes, 54% of the 13's and 53% of the 17's thought police should *not* be permitted to tap telephones, 42% of the 13's and 57% of the 17's opposed the death penalty for murder, 86% of the 13's and 77% of the 17's were in favor of teachers giving letter grades instead of merely marking cards passing or not passing, 68% of the 13's and 55% of the 17's felt records should be kept of guns.

Michigan 48105. Supplementary reports will be available in a few months to provide complete data and a variety of comparisons among groups.

National Assessment is the first nationwide effort to provide concerned citizens and educators with dependable information about how we, in the United States, are attaining agreed upon educational objectives. As areas are assessed again, educational progress—or its absence—will be revealed and educational problems which require continuing attention may be identified. It is hoped that National Assessment reports will provide valuable indices of American educational results which will be useful in making educational decisions.

Mr. Brademas. I was impressed, Governor, and not at all surprised, by your colloquy with the chairman about the difficulty that State and other officials have in intelligently using Federal education funds because of the awkward, uneven timing of their allocation.

In this respect, I would like to suggest that at some point in time, and I thought perhaps when we have hearings on this National Institute of Education bill, that some members of an authorizing committee, in this case, of the committee which deals with education, ought to hear from State officials, Governors, the chairmen of State legislative committees who have responsibility for education, speakers of State legislatures, Lieutenant Governors who serve as presiding officers over State Senates. I make this suggestion because if I understand anything about State government, these are enormously important people in making decisions about education.

Governor McNair. Could I include some State budget officers?

Mr. Brademas. Yes, of course.

Governor McNair. Because they have already been planning, budget planning, for our hearings to begin in September and October.

Mr. Brademas. You perceive the thrust of my question, and without trying to structure it all, the only point I am making is that it seems to me essential that we develop some mechanisms whereby legislators with responsibility in education at the Federal level talk with legislators, and other State elected officials, and State civil servants about education programs with respect to which all of us have some responsibility.

As it is right now, I don't think we talk to each other enough, and that is one reason I am very glad to see you here today and I thank you for your most valuable testimony.

Governor McNair. Thanks.

Chairman Perkins. Mr. Quie?

Mr. Quie. Thank you, Mr. Chairman.

Governor, it is good to have you with us. You were before Mrs. Green's subcommittee before.

I would like to ask you specifically about your recommendation No. 2 on the last page of your testimony. You talk about designation of responsibility and accountability should be clarified to strengthen the States roles in coordinating projects under this act.

Could you be a little more specific on what you mean there, on how you would like to operate the South Carolina programs?

Governor McNair. I think some of this can be done at the local level working with those who are responsible for the administration of the program at this level, through the administrative procedures, so that you can develop State plans that will meet the total needs, and then pool your resources—in other words, marshal your resources in order to get at the total needs of education—keeping in mind that your money is primarily to meet certain specific needs, but at the same time, rather than trying to isolate that and separate it, and do it this way, which is to meet those needs as a part of the total program and thus give the States—and this legislation does more of this than most of them, and this is one where I said I wasn't being critical, and I didn't want to be.

I was merely making some suggestion to make it work better, to have more involvement, permit more, and I think Mr. Brademas touched on a good point, which is to get these kinds of people in at an early stage where you can be sure that the funds that you are authorizing, and the programs you are authorizing, will really be used effectively and efficiently and get at the needs, and you will get full value for the dollar.

Mr. QUIE. Are you talking about packaging State plans? For instance, title II and title III of ESEA and NDEA and the vocational education programs?

Governor MCNAIR. Yes, I am talking of packaging.

Mr. QUIE. Have you packaged at all in South Carolina yet? Some States have.

Governor MCNAIR. Like most of them, we are in the process of trying to do this, and trying to put it altogether. This is what I think we should work toward as we come to an understanding and recognition that we are all interested in really accomplishing common goals in education, and I think we see here from your committee more of a realization and recognition that the State departments and the people down at that level, not only are willing, but, you know, have the capability of giving direction to programs of this kind.

Mr. QUIE. There are quite a number of Federal programs that require a State plan. However, the largest amount of Federal aid for elementary and secondary schools comes from title I of ESEA, and there is no State plan in title I.

Would you recommend that we amend the legislation to permit a State plan to be developed?

Governor MCNAIR. I think if you do it on a permissive basis, because every State does not operate under the same type of administrative structure, and if it were permissive, so that if a State had a State plan that was approved, then you could channel all of these funds from all of the sources into that State plan, but I recognize that in many areas, particularly being conscious of the mayors and city school systems in the States that have major cities, of the problems they have of developing a State plan, and sometimes they prefer to develop their own plan in their area.

Chairman PERKINS. Will the gentleman yield at that point?

Mr. QUIE. I yield.

Chairman PERKINS. Governor, do you agree with me that it would destroy to a great degree——

Mr. QUIE. Don't lead the witness.

Governor MCNAIR. I know what he is getting at, and I don't want to get away from local boards.

Chairman PERKINS. We allow the local educational agencies to spend the money for what they think are the programs that deserve priority in that particular local community. At the same time, they must submit that plan to the State. But if we required from the Federal level a State plan, would it destroy the priorities at the local level?

Would you comment on that question?

Mr. QUIE. You are talking about two different things, a State plan and a project proposal. On the local level, they present their project to the State.

Chairman PERKINS. That is right, for approval. He understands that.

Mr. QUIE. But the only one who lays out a plan for expenditure are the shool systems which have a number of schools in a large city, and there they can't concentrate the money on the schools within the school system which have the greatest need.

Over on the State level, because of the entitlement, the money must go to every school out there in the country because there is no way of anyone exercising the same responsibility that the superintendent of a large city now can exercise under title I.

Governor MCNAIR. I think as Congressman Perkins, and both of you are getting at something that is very important in all of this, you have to recognize that the system we have of local schools, and they are there to also meet those local needs, and the needs vary—special education is something that varies from one community to another—and certainly from one area of a State to another.

The reason I said that, when you asked about submitting a plan, I said if a State has a plan and submits it, they ought to be able to utilize moneys under this vocational education and all the other special education programs to implement that, so that they can get at the whole thing.

I don't think you can take away responsibilty from the local level. It has to be there in the development of a State plan to make one effective. To make it work, you have to let the initiative, and you have to do it from the local level up so that it meets local needs as well as the statewide and area needs.

So, I think we have to have some of all of this in it, and this is what we have tried to do in developing a State plan. The State plan is more goals, really, more goals in education without "Do you have a special class in reading in this school?" or that school? or a special class in something else for the handicapped in another program?

So, we are really talking about two things, but I think all of us are working toward the development of State plans, which are in effect State goals for accomplishment.

Mr. QUIE. I just wanted to get to that specific field—to me—of title I of ESEA. You could run other programs the same way as title I, providing an entitlement to a school. You could provide an entitlement for the textbooks and library resources. You could provide entitlement for equipment, and for vocational education.

I think that would be damaging to the State's ability to coordinate education programs to the areas of greatest need and do the most specific job if you provided that same type of entitlement as exists now in title I.

Governor MCNAIR. Without some flexibility, and you have that flexibility in title I, flexibility to permit this kind of planning. In fact, I think the States have the authority under this to become involved in planning in order to reach some general goals, but at the same time, you protected the local involvement and the schools taking care of local needs that exist in those areas.

One of the things that we have certainly looked at is vocational education. Vocational education is entirely different from what it was just a few years ago, and the vocational education needs vary from one community to the other, not from the city to the county, or city to the school district, or rural district. You may have a rural county that has several industries, that are in need of a lot of people to fill those jobs constantly, so you have to orient your vocational program toward that.

One of the things that I have criticized in vocational education is that it has been stereotyped, they offer the same thing everywhere, and they produce a lot of people that there is no demand for in the labor market, and this turns out a frustrated person who is unhappy with his education. He is the fellow who criticizes the school system, and we have started sort of a screening program, a study to find out what does the community need, what does the area need, and moved more toward area vocational schools rather than trying to put the program in every school.

You don't have enough money to build the kind of vocational program and buy the kind of equipment that you need for every rural school, as some have tried to do.

So, we have moved to area schools, serving several, and also being utilized for the adult training programs, night school, and all this, building the adult literacy.

So, really, this thing is—States have different needs and different problems and different approaches, all aimed at the same goal. Within States you have got all this. So my constant plea has been to allow us flexibility, realizing that we want to do the job just as badly, and in most instances we will get it done better if we can have the kind of flexibility that will allow us to put that money where the real need is, wherever and whatever that need might be in a given locality.

Mr. QUIE. You make a good case for vocational education, and the superintendents of the big cities have that flexibility with title I, but there is no similar flexibility for the State in title I, especially as it refers to the rural school districts.

Governor McNAIR. We would like to see this kind of flexibility built into all of these programs. This is the thing we have emphasized.

Mrs. Green, how are you?

Mrs. GREEN. Good morning.

Mr. QUIE. If you have time, could you tell the members what you told Mrs. Green and myself in her subcommittee on Headstart, with the comparison of the State program with Headstart and another program. I believe you said you had enough money to reach all the children in your State if you could use the Headstart money the way you used State money.

Governor McNAIR. I have already commented on that in connection with putting things through the educational system rather than having to create a separate system. I have been widely quoted on that, and Mrs. Green used that in her remarks to the group in Denver, and I am grateful for the comments you made about South Carolina.

Mrs. GREEN. I meant every word of it.

Governor McNAIR. In talking to that committee, I was quick to point out that in our program we reach the cross section of students, not concentrating on the economically and socially deprived only, so you naturally expect it to cost more, but not that much more.

If you eliminate the superstructure, if you eliminate the separate establishment and all of that, and build in all of the health programs and everything else, which we have built into ours, by utilizing existing State programs, and not having to build a completely new one, you know, where it costs more to supervise.

Chairman Perkins. Would the gentleman yield?

Mr. Quie. If the Governor is through, I would yield.

Chairman Perkins. I am wondering if some of you distinguished gentlemen don't think that an administrator of the caliber of Governor McNair would change the cost of the Headstart program?

Mr. Quie. Are you asking me?

Chairman Perkins. Yes.

Mr. Quie. I am only repeating what the Governor told us in his testimony, where he showed that, instead of using the money for, I believe it was 3,000——

Governor McNair. With $2.6 million, and I gave those figures earlier. I would invite any of you to come in and look at these kindergarten programs that are running, because I have toured them.

Mr. Quie. To me, this is a significant point, that he uses $500,000 for 3,700 students, and $2,600,000 was used for a little over 3,000 students, and makes the statement that that is enough money to take care of all the preschool children in the State.

It is unfortunate that we are not helping all the preschool children of the State of South Carolina with that money.

Chairman Perkins. The cost, more or less, depends on the type of administrator, whether or not you have an administrator who knows how to administer the program.

Governor McNair. With a separate entity, you know, completely from the system, or whether it utilizes all that is available, uses the administrative know-how that is available, and thus most of your money actually goes right into the classroom and to service to the children, rather than in an awful lot of administrative costs.

So, I didn't want to be critical, and I have made that, I hope, clear.

Chairman Perkins. Another factor that enters into the picture is that Headstart is generally considered as an all-round child development program, medical services, dental services, the necessities of life, food, and things of that nature.

You did not take that into consideration in making your evaluation.

Governor McNair. We put a surprising amount of this into our program, through the existing health nurses that are available under this and other programs in the school system that are already there and already available.

So, a lot of this is built in, but I still say that you expect it to cost more, but not that much more, and——

Mrs. Green. Would my colleague yield?

Mr. Quie. Yes.

Mrs. Green. I do recall your statement on Headstart, and to show also that this, in my judgment, is true in other places and could be true in many, many more, in Portland, my recollection, and I did not bring the figures, so I will ask to check them exactly, but my recollection is that Headstart funds in Portland, Oreg., are divided between the Portland public school system and a day-care center for Headstart, and the Portland public school system, with, as I recall, $220,000, is caring for 380 youngsters under Headstart, and the center which is outside the school system has the remainder, about $230,000.

They have more money than the Portland school system, but instead of caring for 380, they only take care of 120, and the Portland public school system has 400 to 600 youngsters waiting on the list, which, again, I think, is an indication that if we could somehow be willing to combine the programs within the schools, we would be able to serve a great many more people, and in a much more efficient manner than this constant fragmentation that we insist upon at the Federal level.

I thank my colleague.

Governor McNair. May I come back to your question about the planning?

This is one of the things that could be accomplished if a State developed a plan that seemed to meet all of these, and channel all of this into that plan, and it could be an operational thing. It doesn't have to be, and I don't think it should be, a straitjacket type of approach, because different States go in different ways, and the reason that I talk more of State planning is because we do support public education.

This year, 76 percent—I said before your committee about 70 percent, but it is 76 percent—and I pointed out significant increases. While Federal money had been put in the system, and the response to that old question of States withdrawing money if Federal money comes in, we have increased our aid to schools. The total cost is from 179 to 350, including the Federal funds in 1969.

That had only come from $21 to $33 million in a like period, which is a substantial increase, but in looking at the total picture we have really been putting more and more into this system to try to take care of the needs that exist, and we found in our State, looking at it, and I have to say in comparing States, looking at ours, looking at the problems, that education is the best investment we can make.

We got this report from a firm, as I mentioned before Mrs. Green, Moody's in New York, which is a financial firm which rates your State bonds and so forth. They gave us a triple A credit rating on our bonds, and we didn't want to jeopardize that.

We felt we had to utilize our bond capacity a little more, and they concluded that the dollar invested in education was the best investment we could make, and the return on it is tremendous.

Mr. Quie. Could I ask you about one other bill that is before us, and this is one before Mr. Pucinski's subcommittee. That is the President's request for a half a billion dollars this fiscal year and $1 billion in the next fiscal year to assist the schools in their special and additional costs of desegregation, either by the administration bill, under a court order, or a requirement to follow an HEW plan.

Do you think this would be a wise move, for the Federal Government to provide that additional money, but would you feel, as some have suggested that, we ought to put the half a billion dollars this year and a billion dollars next year into the title I ESEA and spread it all over the country?

Governor McNAIR. Well, the schools are going to have a great need, and funds are going to have to come from somewhere. We are constantly now plagued by school districts that are implementing plans in September to figure out a way to get additional classroom space, trying to figure out a way to get the whole program shifted around.

So, in this period of transition, there is going to be a need for a lot of additional financial support that is going to have to come from somewhere, and a lot depends on how the money is made available and how it can be utilized, and what kinds of guidelines and all are going to be put on it.

So, I think all of us are interested, but at this particular time we would like to know a lot more about it.

My State superintendent of education, is one of the ones invited up on Monday to meet with the Acting Commissioner to talk about this, and to begin to discuss some of these kinds of questions that have arisen out in the State.

The amount of money would really create a problem, because it is not enough to really go around, and I have seen some figures from my State, and it depends on how good a job the area superintendent has done, and how much thought he has put into it, as to what he estimated it was going to cost him.

We could utilize substantial amounts of that money in South Carolina, much more than we would be eligible for if any kind of equitable distribution of it were made, and thus there are going to be some real problems in the administration of those funds, and what you are going to have to do to get them.

Mr. QUIE. It seems like you would prefer concentrating where the need is the greatest.

Governor McNAIR. I think it is going to have to be concentrated where the need is the greatest, because there is not going to be enough to spread, and somebody is going to have to determine some way, and I think the States, again, have to play a role.

This is why I say the State departments working with the local area people will have to make some determinations on this, and should play a key role in determining where that need is.

Mr. QUIE. I think I have used about enough time.

Chairman PERKINS. Mr. Meeds?

Mr. MEEDS. Thank you, Mr. Chairman.

I would like to commend you also, Governor McNair, on your testimony. I just have one question. I was particularly impressed with your testimony at the bottom of page 6, where you say that the commitment to the educationally deprived children of this Nation has not ended. If anything, the challenge has grown greater. Physical changes which have taken place within the school system of many of our States, have not altered the basic needs of the children covered under title I.

Governor McNAIR. Yes.

Mr. MEEDS. My question is premised on that statement. In view of that statement, would it be your belief that new programs which are being promulgated by the administration and others, some myself, if the total funding for education does not increase, can we afford to take funds from title I to start these new programs?

Governor McNAIR. I think, again, you are going to have to do study and evaluation to determine how important new programs are. As I said, with us, we did a study of the repeaters in the first and second grades, and discovered we were wasting a lot of money, running through a first-grader twice, and so forth, and that it would be much more economical, if we could do it, to get him into a preschool program and thus eliminate that year or 2 years of repeating.

I think you look at the high school dropout, and is it a special program, is it something that ought to get priority?

Well, if it will produce the kind of results that will eliminate having to bring him back into the system and educate him and train him later in life, and let him go through 10 years when he ought to be highly productive, as not a contributing citizen, economically you would say, "Well, let's put money into the special programs, let's get at the real causes."

Mr. **Meeds.** What I am more concerned about is your statement about the importance and the commitment to the educationally deprived children of this Nation. If we had, for instance, to take money from title I to have a gifted child program, would you say that would be a correct programing?

Governor **McNair.** I do. I think you have to do this.

As I said, one of the changes that encourages me most about education is that we have gotten away from just the stereotype. You know, everything is geared toward the gifted only. We are now trying to develop programs that will challenge the minds of these young people and direct them so that we get their full potential out of them.

Mr. **Meeds.** I am sorry, sir. I guess I am not being clear.

Governor **McNair.** I think programs for the gifted are essential.

Mr. **Meeds.** Even if it requires taking money from the educationally disadvantaged?

Governor **McNair.** No; I don't think you need to take it away from there.

Mr. **Meeds.** That is what I am talking about, new programs, and spending funds at the expense of programs which are predicated on helping the educationally disadvantaged children.

Governor **McNair.** A lot of new programs are for their advantage.

Mr. **Meeds.** No question about that.

Governor **McNair.** A lot of the adjunct education, a lot of the remedial programs, and a lot of preschool really is aimed at them, because they are the ones who need an introduction to education, need to be prepared for this new experience they are going to have.

So, they need new programs, and most of the new programs I know of are really geared toward this particular problem.

We have had programs for the gifted. We have had programs to run everybody into college. That has been almost what we have been doing. I think Wade Martin, the director of our educational program, constantly makes this point, because he feels very strongly about it.

Mr. **Meeds.** Thank you.

Chairman **Perkins.** Mrs. Green?

Mrs. **Green.** Yes. I wanted to go back to Mr. Quie's question.

The constitution of your State requires you to do what in terms of education?

Governor **McNair.** To provide a free public school education for all children between the ages of 6 and 16, I believe.

We in our compulsory school attendance law reenacted a few years ago extended that to 17 in order to get on up to a later age.

Mrs. Green. So it is a constitutional requirement and with that you would have to, if you are going to have to pay teachers salaries and build buildings and so on.

With regard to the administration's request for $1½ billion, courts have decided, and they have ruled—argued in the Denver speech and I really want to go back to this and hear your comments—I argued at that time that when a court makes a decision that Los Angeles must be desegregated, and Los Angeles is already facing financial chaos, the court is requiring them to spend $40 million the first year on busing and $20 million for each of the years thereafter.

Then the court is not only making a constitutional decision that this is the right of every child, but they are also setting the priorities, and this would be true in South Carolina, too.

You have constitutional requirements which you must meet, but the court is not a tax-levying body. It is placing busing at the top of the list of all constitutional requirements, and saying this is the first thing, and of all of your funds, the first thing you are to spend it on is busing, and if you don't have money enough to do the others, that is unfortunate.

I argued in Denver at the Denver meeting that certainly when a Federal court or some other court makes this decision, it is really going to have a greater Federal impact, in my judgment, than any other kind of an impact of any Federal program, and therefore it seems to me the Federal Government, if this is national policy, is obligated to pay for this.

Would you comment on this? This obviously is going to lead up to my next question in terms of the amount of money.

Governor McNair. I want to say you made a good point and certainly pointed up one of the critical problems. I am more familiar with Charlotte, N.C., which has a similar problem. They are frantic, because they don't know where they are going to get funds, because their budget is already locked in, as I was pointing out to the committee earlier.

We budgeted last October and November for the school year that starts July 1 and runs through the September opening, so when we are asked to do something like that, where do we go, where do you get the money?

The only thing to do is, they have made it the No. 1 priority, and you have to take it from somewhere else.

So you have to, of necessity, eliminate or reduce your expenditures for other purposes if you are going to comply.

Mrs. Green. That are also constitutional requirement.

Governor McNair. Yes; that are constitutional requirements.

Mrs. Green. So a court, looking at a very, very small part of an educational picture, makes a judgment on the priorities which the people charged with the responsibility of administering the program cannot do anything about, unless they go to the courts.

If this is true, and I feel strongly it is, I think that may be sometime someone else will get a court decision, for instance, the teachers with a strike, that will bring a court decision that there is a constitutional necessity to pay them a decent wage.

But if this is the case and if, indeed, there is this tremendous impact because of Federal policy, what in your judgment ought to be the amount, instead of \$1½ billion? Have you given any thought to it?

Governor McNair. Our State superintendent of education asked the school districts to submit to him some rough "guesstimates" because this thing was coming up, and they had been asked to submit this, and I do not recall what it was. It was more than we would ever be entitled to under the full funding that the President recommended unless we were going to be given some priority over other areas.

But his one impression was that the ones that really were going to need it the most to maintain a quality program had not asked for adequate moneys. They hadn't really done enough thinking to realize all of the special problems that they were going to have and the special programs they were going to have to put in their systems in order to maintain the quality level.

Thus, the figure would be substantially more than they sent in by way of "guesstimates." He did say that some, as you would expect, had sent in figures that needed to be assessed and looked at very closely. But when you think of Los Angeles and just that one particular problem, there are going to be many more special needs that are going to arise, special programs they are going to have to implement.

I would imagine that theirs would be an astronomical figure if they were going to do all this now and really continue at the same level of education they have maintained before.

Mrs. Green. I just want to say in the presence of the distinguished chairman of the full committee and the distinguished chairman of the Subcommittee on Elementary and Secondary Education, that I firmly believe that where there is a court decision requiring a top priority local action, it is a Federal responsibility to pay for it, and I think it is the most justifiable expenditure of Federal impact aid, and this might serve as the vehicle to redo that whole formula.

Two of my colleagues and I have done work on this, and it is my judgment that it ought to be \$5 billion instead of \$1½ billion.

Governor McNair. You have many districts that have not been in court that have, in negotiations with the Department of Health, Education, and Welfare, come up with plans that are going to necessitate pretty substantial outlays of funds to implement. So, I would really think seriously about limiting this to court decisions only.

You would then be giving a priority to those who, you know, let the courts order it, rather than those who had in negotiations worked out a plan that caused them the same kinds of headaches and the same kinds of financial problems.

Mrs. Green. Wherever the court has gone in and said, "This is your top priority and you have to spend it on this," I agree with you.

I must say, Governor McNair, the 70-percent figure you used the other day in terms of State aid was most impressive to me, and I told my Governor I wish we could do as well, and now when you increase it to 76 percent, I am chagrined.

Governor McNair. That was as a result of the tax program we built into the system during the current year's budget. Perhaps I should not take that much credit for it, because I have been trying to get away from credit for it since we put it into effect.

Mrs. **Green**. I would also repeat that when some of my colleagues argue on the floor or in the committee, as one of them did to me, that we have to continue to "punish the South" and when they argue that we can't pass this law because what will some Southern State do, that they ought to be reminded about what you are doing in South Carolina.

I think you are doing a tremendous job.

Mr. **Pucinski**. Mrs. Green, would you yield?

Mrs. **Green**. Yes.

Mr. **Pucinski**. I think the Governor made a good point, however, that if we give priority only to those districts that are subject to a court order, we will be giving aid to those that are dragged in kicking and screaming, at the expense of those who have been trying to do this voluntarily, without waiting for HEW or for a court.

I agree with the Governor that you don't want to penalize those who voluntarily try to deal with the problem at the expense of those waiting for the court order.

Governor **McNair**. I don't agree that Los Angeles and Charlotte waited around and had to be forced into it, because Charlotte is in another State near me, but I think Charlotte has an exemplary record and has come a long way and has done an awful lot, and I would not want to be put in the category of being, as you described it.

So, with that difference, I still question just limiting it to those under court order. There are many districts that have made real efforts, real sincere efforts and have come a long way, but have not been able to get approved, and thus have gone into court, and when they get into court that becomes the issue, just what Mrs. Green pointed out.

The busing in Los Angeles was probably the only issue they couldn't negotiate with HEW, and thus they were forced to do it. That becomes a question of whether they should or shouldn't, and I don't fall in that category.

Mrs. **Green**. I wanted to turn to one other point if I may, and this is in terms of abilities of States to coordinate the multitudinous categorical programs we have.

We are doing such an outstanding job in technical education, and I would say, Mr. Chairman, that I hope my subcommittee is going yet to be able to go down to South Carolina and see firsthand what I think is the best system of technical schools in the country, but with your technical school programs, can you coordinate, or to what extent do you coordinate CEP and WIN and MDTA, and all the others?

Governor **McNair**. That is a real problem, and we have formed what we call a CAMPS committee, coordinating committee, in which we have representatives from all the programs on a committee that tries to coordinate all this.

The MDTA program is hard to coordinate, because it has to be run separately, it has to be keeping secret records, rather than run as a part of the manpower training program we have developed, which is a comprehensive one, and we have real problems.

We are making a real effort, and we are trying to coordinate all of these through the technical education group. We are letting them be the responsible State agency, the coordinating State agency.

But, at the same time, they are only as effective as they are persuasive in getting all these to work together and to coordinate through them.

We do have a good working relationship, and I think this is responsible for the effectiveness of our program.

Mrs. **Green.** Don't you have to have separate bookkeeping and separate management for CEP and WIN also?

Governor **McNair.** Yes; for each project.

Mrs. **Green.** If Congress were to make it possible for the State to have one management, do you think it would make a difference in the terms of people you could help?

Governor **McNair.** I think it would make a difference in that, and in what you accomplish, because it is so much easier to approach this as one program to get at all these areas than it is to do it in about 10 different ones where you have about 10 different management problems.

Mrs. **Green.** Thank you very much, Governor McNair, it is a delight to have you.

Chairman **Perkins.** Mr. Steiger?

Mr. **Steiger.** Thank you, Mr. Chairman.

Has there been a decline in public school attendance in South Carolina?

Governor **McNair.** About 97 percent of the school-age children are enrolled in public schools in South Carolina. We are a public school State. North Carolina has 98 percent, and I think you will find in our immediate area that perhaps the highest percentage of those school age are in public schools.

Mr. **Steiger.** In the last 2 or 3 years, have you seen a development of private schools?

Governor **McNair.** In the last 2 or 3 years there is a developing private school system, yes, and I read in the paper this morning that the number would be about double what it was last year this September, and what the enrollment will be will have to wait, you know—we will have to wait and see what kinds of programs.

A lot of people will enroll and then come back into the public school system. So, there is a group going in and a constant group coming back.

At the moment, as of last year, 97 percent, I think, were enrolled in the public schools.

Mr. **Steiger.** How many districts are under a court order at the present time?

Governor **McNair.** At the moment, and I don't know how many are court order as against negotiated plans that have been approved, but of our 102 districts, I believe all but 10 are now approved and that is either by court or by the Department of Health, Education, and Welfare, and I do not know how many are under court order.

Mr. **Steiger.** Let me follow up what the gentleman from Illinois had asked you, because I was a little unclear of the thrust of where he was going. He asked about the question of limiting the proposal that he has before the subcommittee in just court-order districts. Your response was that you did not think that was appropriate, that you ought to consider those that worked with HEW.

Governor **McNair.** I said you would have to be very cautious in limiting, because many have worked with HEW, and have worked out plans that HEW approved, and they have the same problem. They simply didn't go to court.

If you follow the court decisions—the court actions—in most instances HEW has either counseled with or in effect had some influence in the plan that is written by the court.

Mr. **Steiger**. But that is a very different type of situation, the Berkeley, White Plains, Evanston, and so forth.

Governor **McNair**. I am not familiar with them, but I could with a little time, referring to my own State, get you districts, some under court order and some not, having the identical plans and identical problem.

That is why I said that I would be careful in limiting this to those under court order, because you would be giving a priority to them over the others.

Sometimes you have a district put under a court order and adjoining districts or surrounding counties will, in light of that, go ahead and negotiate a similar plan because the court has already ordered that one for that particular area.

Mr. **Steiger**. Let me follow up what Mrs. Green asked, because we will soon come to the issue of manpower training programs.

Are you familiar with the administration's manpower training bill?

Governor **McNair**. Yes.

Mr. **Steiger**. And the State mechanism for decategorizing and decentralizing manpower programs. Does this in your judgment go a long way toward making it possible for you to do a better job in your State?

Governor **McNair**. No. The coordination at the Federal level is very good and meritorious. What they are doing here is coordinating at the Federal level. But they are saying to us what kind of mechanism we have to have in the States, and I think this should be left to us, because we all have different systems; we all approach this thing in a different way.

Thus, I have said to the Secertary that I think there we get into some areas of differences, because we have to set up another structure, another overlay, another coordinating unit, and it just simply makes it a little more difficult, a little more frustrating to try to get the money into the programs.

Mr. **Steiger**. And if we could get by that problem?

Governor **McNair**. If we get by that problem, I enthusiastically support the coordination at the Federal level.

Mr. **Steiger**. And the decategorization?

Governor **McNair**. Yes. Because the categorical system doesn't recognize the differences that exist in the various States, as well as communities.

Mr. **Steiger**. Thank you, Governor. It is good to have you here.

Governor **McNair**. Thank you.

Chairman **Perkins**. Governor, you were not brought here to comment on the President's proposal to provide aid to desegregating school districts, but since the issue has been raised, how do you really feel about the $1.5 billion proposal, taking, as I understand it, $150 million under some language in the poverty program, to spend between now and September 1, and then taking some funds from other programs, even ESEA, over the next year, totaling $1.5 billion?

Just give me your impression. I haven't studied the proposal myself.

Governor McNair. I really haven't either, and I am anxiously awaiting a chance to talk with my State superintendent when I get back and find out what he learned at this conference yesterday in order to find out what the administration really means. I haven't been able to get any clear indication of what it is.

The $150 million won't accomplish anything between now and September, and I would hate to be the one responsible for the allocation of that $150 million, and until we can get some indication from the States on just what the needs are, I really would be in no position to comment on the $1.5 billion.

I question, any time, changing priorities with existing funds. I question shifting existing funds to some other program arbitrarily. I think if that is about to be done that the State leaders, the people who are out in the field who are charged with the responsibility of delivering education, ought to have some opportunity to be involved, to have some input and some consultation on it.

So, it hasn't excited me too much, because the amount that would be made available the first year would—it sounds good, and reads good to the average citizen, because $150 million sounds like a lot of money, but I could probably spend that $150 million in South Carolina, and put it to tremendous advantage, and I doubt that it would meet our need.

Chairman Perkins. Now, let me ask you, in approaching this problem, consider that you have a separate problem in the South where traditionally we have had de jure segregation and supported such through appropriations for separate schools, and then in other areas of the country we have de facto segregation. From your own experience as Governor of your State, how do you think we can bring about the desegregation that the courts have stated must be brought about?

For what should the money be expended? What priorities would bring this about, in your judgment?

Of course, I know the President has mentioned inservice training of teachers, minor remodeling, and a few things of that nature, and of course it is important that teachers understand how to deal with the problems that may arise.

Just how do you visualize the priorities in coping with this tremendous problem? Give us some idea. I am seeking an education.

Governor McNair. Well, I am in about the same shape that you are, and I think all of us are sort of groping along. I was thinking, as you were asking that question, that if this same approach is spread nationwide, if you just analyze Los Angeles and apply it to New York and to Detroit and to the various other places, somebody is going to be establishing a priority that is going to come first, that is going to—I don't know what it is going to do to the financial support for education if we have to use the funds that are now available for these kinds of approaches.

Somebody is talking about many, many, many, many billions of dollars, not $1.5 billion, and had better be prepared for this, because you are going to have one real problem, and it is going to be an expensive problem, and either you are going to say to those people, "Take that money you are now spending in the classrooms and put it on this," or you are going to say, "Do this and tell us how much it will cost you to do it, and we will appropriate funds to take care of the additional cost that is put on you," and do it in a more orderly way than it is being done now, in the middle of a school year, or at the beginning of a school year, and not recognizing that, though September is 6 weeks away, you can't plan a completely new school program in 6 weeks.

Those programs are planned a year ahead, and it disrupts your whole system to design a whole new transportation system, and all of this.

So, I think somebody is going to have to sit down and do some thinking and analyzing before too many quick moves in that direction are made.

Chairman PERKINS. Laying aside the tremendous problem involved and just looking at the problem from your position as Governor of South Carolina, what are the things that are going to have to be done within that State before we can obtain the results that the President speaks of?

Governor McNAIR. Well, Mr. Chairman, really I would hesitate to hazard any kind of a guess in the way of an answer to that question, because we are going through that period now of analyzing and looking to September to determine impact, the impact that all this will have on the public schools, and what enrollment will be there and what will be elsewhere.

I don't think you are going to be able to determine that in a short period of time, and you have got to wait a while, again, so it is going to be a long-range, as well as an immediate impact.

The immediate impact is tremendous, and the cost would be fantastic. It really would be an astronomical figure if you were to try to put a dollar figure on it.

But I don't think you can stop with that, because the problem of making the system work isn't going to end September 1 when school opens. It isn't going to end September 1, 1971. It is going to take a lot of programing, a lot of planning and programing, and a lot of funding to really do what the President has said needs to be done.

Chairman PERKINS. Will the school construction program be involved in bringing this about?

Governor McNAIR. Yes, the school construction program will be involved, will be essential, because it is like taking an existing system and you are really trying to make the pattern fit the cloth and this is awfully difficult.

So, you have something there, and very rarely will you not have to do something in the way of additions or changes for more class space.

I happen to have represented a small county of about 11,000 people when I was in the State legislature. All of a sudden, they have gotten a court order. It is a rural county, about 70 percent of the school and of the population is black, and they are implementing in September, and they frantically came to us the other day for the waiver of a State law which required them to advertise for bids before they could let a contract for some additional classrooms that they had to get up in a hurry to try to get ready for them as soon in September as they could, and they were going to put up some of the prefab, precut, and so these are the kinds of problems.

The cost was several hundred thousand dollars, and thus in order to, you know, trying to be sure that the dollar gets what it should, that created a problem for us, and there was no way we could waive the State law.

By the time they get through all that, they will be in the middle of a school year with a real problem on their hands. That is just one little isolated instance.

Chairman **Perkins**. I am going to yield to Mrs. Green after one further question.

From the standpoint of the minor remodeling suggestion in the President's proposal, will you need to add many new buildings in the State of South Carolina in bringing about school desegregation?

Governor **McNair**. Our program is a continuing program, as I explained earlier, where every school is entitled to $30 per student enrolled for construction.

That means with a stable enrollment or a declining enrollment, like you find in many of the rural areas, the only thing they are entitled to this year is the $5 that we increased it by, from $25 to $30.

The metropolitan areas and suburban areas will get in new students from somewhere else, and so they will get the additional entitlement of $30. But it always requires local support. Most of ours, because of our construction program over this period of time, have just about used up all of the local availability of funds. They have a limitation, a constitutional limitations, on indebtedness, as against assessed valuation, and that is there to protect.

So, they are caught with a constitutional prohibition against having an indebtedness that exceeds a certain percentage of their assessed valuation. So, although we have programs, and we have moved along with them, now we have a totally new problem.

Chairman **Perkins**. Mrs. Green.

Governor **McNair**. It really creates something else for us, and the programs were not designed to meet this problem.

Mrs. **Green**. I just want to make a comment, and then if the Governor wants to react to it: I would use Los Angeles, because perhaps we can get out of the emotional part of fighting the Civil War again, but it seems to me that we have gone down the craziest path that I have seen the country ever go down, as far as education is concerned.

In Los Angeles, as I recall, and I don't have that with me, I think they defeated five tax levies as I recall. The teachers have not even been given the percentage raise that the Congress has decided that postal employees and classified people, and themselves, and everybody else, were to get.

The teachers have had no raises. They have been out on strike.

With the tax levies defeated, then to require them by court order, or by an HEW-imposed order to spend the first $40 million off the top on busing I think cannot help but mean that we sacrifice quality and accountability that the Education Commission meeting was all about this week.

We say, "You know, let's forget about those things now, because we can't possibly consider them. The first thing we are going to do is follow the court order, regardless of what it does to the kids and to the quality of education."

Governor **McNair**. I think you are absolutely right, and I think you make a good point, and I think using Los Angeles is a good illustration. I simply mentioned Charlotte because I was more familiar with it, and I am familiar with what Charlotte has tried to do, and they find themselves in a similar situation with no funds available.

Mrs. **Green**. Didn't they challenge that court order?

Governor **McNair**. Yes. It was modified, and it is on appeal to the Supreme Court now, So, I don't know exactly what the legal status is.

Mrs. **Green**. The court order was that the goal had to be in every single school 71 percent white and 29 percent minority, with a 5-percent leeway.

Governor **McNair**. We run the range from the zoning, you know, the neighborhood school approach, to this, and all of the systems have had one uniform requirement that the ratio of teachers has to be the same as the ratio of total, not just in that school.

So, though your school here and here, the ratio of teachers is on the basis of population ratio, and I think that is what you were talking about with the inservice training programs and all these things that have to be built into it, because teachers will be dealing with children of a different race, and this goes both ways.

Mrs. **Green**. I cannot state too strongly, Mr. Chairman, what seems to me to be a responsibility of this committee and of Congress to try to get the thing back on the tracks, and that when we have nationwide criticism of what is happening in our schools and we see here in the District of Columbia the decay of the schools before our very eyes, the deterioration, and when there is great disease all over the country, then to have this as a matter of national policy that you must do this and to heck with any consideration of quality or accountability, it seems to me the height of absurdity.

Chairman **Perkins**. Do you have any further statement, Mr. Steiger?

Mr. **Steiger**. No, Mr. Chairman.

Chairman **Perkins**. Let me compliment you again, Governor McNair. You have been most helpful to the committee. We all appreciate the great progress and great contributions you have made to education in your great State.

Governor **McNair**. Thank you very much, and let me express again the appreciation I have for your interest, the interest of this committee and the various subcommittees, and also that of the Education Commission of the States, for your willingness to listen and your willingness to work with us in trying to accomplish the real goals that we all have in education.

I think we are all very grateful, and I can speak for the Education Commission of the States, which encompasses some 43 States now, with a cross sectional representation.

So, I appreciate this opportunity, and also appreciate your most kind remarks. Thank you very much.

We would invite all of you to visit us. We are very proud of what we have, as all the States are, and we welcome an opportunity to show it off.

Chairman **Perkins**. It will be our policy to cooperate with you in the future. At this point I would like to insert in the record letters I have received from Coleman U. Gronseth, vice president-general manager, Michigan School Service; Mrs. Edward F. Ryan, chairman for legislation, National Congress of Parents and Teachers; Hon. Tom Stead, together with the enclosure to which he refers; and the State Annual Evaluation Report, Public Law 89-10, for fiscal year 1969, submitted by Dale Parnell, superintendent of public instruction, Oregon.

CONGRESS OF THE UNITED STATES,
HOUSE OF REPRESENTATIVES,
Washington, D.C., March 6, 1970.

Hon. CARL PERKINS,
Chairman, Committee on Education and Labor, U.S. House of Representatives, Washington, D.C.

DEAR MR. CHAIRMAN: The enclosed memorandum on the guidelines under the Title I program of the Elementary and Secondary Education Act was provided me by Dr. Clifford Peterson, Superintendent of Schools at Altus, Oklahoma.

I know you and your staff have been collecting intensive information on all phases of this program, but thought a copy of his suggestions might be worthwhile to add to the material submitted by superintendents on the basic of their experience.

With kindest personal regards, I am

Sincerely yours,

TOM STEED, M.C.

Enclosure.

SITUATIONS WHICH MAKES IT DIFFICULT TO INTERPRET AND FOLLOW TITLE I GUIDELINES OF ELEMENTARY-SECONDARY EDUCATION ACT

1. Except for three of four standard metropolitan statistical areas, our people in Oklahoma live in rural and small town areas which connotes that children of all economic levels and educational achievement will be attending the same schools. This is becoming more so since all but eight or ten of the State's school districts are completely desegregated and many children attend different schools than in their immediate neighborhood, particularly high school pupils. The implications then are that it is often undesirable or physically impossible and, in some instances, educationally unsound to isolate a small group of educationally deprived children to be the sole recipients of Title I activities.

2. U.S. Office of Education guidelines and supportive materials permit children other than the educationally deprived to participate in Title I activities if the effectiveness of the program is not diluted. Hence, in many schools, there may be underachievers, normal achievers, and perhaps accelerated learners participating in these programs.

3. Title I funds are alloted to districts according to a formula that reflects low income but such funds, once in the district, are to be used to finance programs for children in project schools who are educationally deprived. Many critics would like for these funds to be used only to benefit low-income children. Moreover, some parents prefer to see most Title I money used for welfare purposes as opposed to educational purposes.

4. Even though there is a high correlation between income and education, not all poor children are educationally deprived. It follows that not all of the children from the middle and upper-income families have above-average educational competence. Many of these children are under-achievers too and are eligible to participate in Title I activities, as are the low-income educationally deprived and physically and mentally handicapped children.

Paradoxically, there are many children from low-income families who are innately gifted. They have high intelligence quotients and some have special aptitudes. It is only proper that Title I funds be used to advance their education too so that the Nation may make the fullest development of their mental resources and technical skills.

5. The law provides for participation of children in schools of the project area. The "project area" is that part of the school system which has a higher-than-average concentration of low-income children. But, the income of people cannot be accurately determined. In some cases, children (particularly high school pupils) do not necessarily attend school in their areas. In order to eliminate the dual school system, more and more children are attending schools which are not in their neighborhood. The regulations provide that if there is no wide variance in income, then the district as a whole may become the project area.

6. Sometimes special staff is employed or equipment purchased to meet the needs of children in particular Title I activities, but the size of the participating group may not warrant full-time use of such staff or such equipment. Characteristically, it is a better educational investment when such staff and materials are used more hours of the day. We believe it is asinine not to take full advantage of the taxpayers' investment in education by making maximum use of equipment and staff.

7. Although a Title I regulation provides that there can be no participation until the application is approved, exceptions to it were made by the U.S. Office of Education the first year when many school districts started activities at the beginning of school in anticipation of Title I funds. These funds did not finally become available until about November.

8. Title I funds are not restricted to new activities. Rather, they may be used for an extension, expansion, or improvement of existing activities, provided the district per-pupil expenditure for current expenses from State and local funds is maintained.

9. Many of the above statements are not overt rules and thus may appear to be enigmas to everyone but educators fully acquainted with the regulations and their interpretations. Even an attorney only casually familiar with the legislation may not know the significance of broad provisions for U.S. Office of Education interpretation of the guidelines which are issued to State educational and local educational agencies to follow. Moreover, many critics do not wish to understand or interpret Title I regulations except in ways that will enhance their selfish interests.

10. In many instances the same guidelines can be used to condemn or defend the very same program.

RECOMMENDATIONS

1. That the guidelines of Title I section of the Elementary-Secondary Education Act be simplified and clarified so that they may be easily understood by the average citizen.

2. That the law be written in specifics to the degree that it would not necessitate interpretations by H.E.W. At present interpretations vary with each situation and with each individual that interprets the guidelines.

3. That if the law cannot be written in specifics, then Title I should be designated as a general education program for public schools.

4. That since Title I funds are to be used to improve educational opportunities that the local Board of Education, local school administration, local school teaching staff and designated community educational leaders be given complete responsibility for determining and administering Title I programs in each community and school district under specific regulations.

5. Free or reduced lunches are now provided for all needy children by the State School Lunch Division and adequate transportation is provided by the State, and since Title I is not designed as a Welfare Program but an Educational Program that a specific restriction be placed on the use of these funds for free lunches, transportation, clothes and other welfare needs.

MICHIGAN SCHOOL SERVICE, INC.,
Lansing, Mich., October 14, 1970.

Representative CARL PERKINS,
Chairman of the House Committee on Education and Welfare,
House of Representatives,
Washington, D.C.

DEAR MR. PERKINS: We have addressed correspondence to Mr. Richardsons office, Secretary of Health, Education & Welfare and attached copies of that correspondence with this letter to you. Also attached is a copy of a request from our trade association to solicit extra consideration for the release of funds under various educational bills. We do not look with favor on our association which is soliciting this, primarily to improve business rather than improving education.

We register this simple statement for your file. Thank you for your consideration.

Sincerely yours,

COLEMAN V. GRONSETH,
Vice President-General Manager.

Enclosure.

MICHIGAN SCHOOL SERVICE, INC.,
Lansing, Mich., October 14, 1970.

Hon. ELLIOT L. RICHARDSON,
Secretary of Health, Education, and Welfare,
Washington, D.C.

DEAR MR. RICHARDSON: We have attached a notice from our trade association with which your writer disagrees and has said so to many offices, but has not had occasion to address this complaint to your office.

Your writer has been active in public school administration and/or sales directed to the education market in the state of Michigan. He has found frequent abuse and wasting of the vast sums of money that has been made available under various programs such as the NDEA Acts, ESEA Acts and other related legislation to support educational activity.

Your writer further feels it is poor judgment on the part of the National Association to encourage members to solicit more funds for education without any definite understanding that these funds are producing the results desired by all. It is your writer's intention the release of any moneys should occur only when there is a specific need for them. This communication is sent for your file reference.

Sincerely,

COLEMAN V. GRONSETH,
Vice President-General Manager.

Enclosure.

FISCAL YEAR 1971 FEDERAL SCHOOL FUNDS STYMIED

With great fanfare, federal funds for education for fiscal year 1971 were passed over a Presidential veto months ago (see attached).

But, the battle of the federal budget continues. With the exception of NDEA Title II (student loans) and the $75 million for emergency aid, no other appropriated funds have been released, except those funds provided by a Continuing Resolution,

Secretary of HEW Richardson how has the ball with direction from the President to make "certain" reductions. This all comes under the Revenue & Expenditure Control Act of 1969. Where these reductions will come and how much, no one is certain at this point.

Representative Carl Perkins (D-Ky), Chairman of the House Committee on Education and Labor, also wants to know what's holding things up. Accordingly, Mr. Perkins has tentatively scheduled a hearing on Monday, October 12th to ask Secretary Richardson some questions.

NSSEA members are encouraged to write Secretary Richardson concerning the release of these already appropriated funds. In your own words, tell him what this delay means to the schools.

Hon. Elliot L. Richardson,
Secretary of Health, Education, and Welfare,
Washington, D.C.

NSSEA is lodging a strong expression of our view with both Secretary Richardson and Chairman Perkins.

PTA POSITION STATEMENT ON COMPREHENSIVE SCHOOL HEALTH

The National Congress of Parents and Teachers has consistently supported the inclusion of various health topics in the school curriculum. Resolutions and programs at both national and state levels have indicated PTA concern for alcohol and drug abuse education, smoking and health, physical fitness, mental health, family life and sex education, the need for continuous health supervision, consumer health, venereal disease education, nutrition, and accident prevention. Other health issues have received attention periodically through the years.

Support for a comprehensive school health education program with a specified time allotment, qualified teachers, and an adequate budget has been growing in acceptance among educators as they have endeavored to include the many facets of health in instructional programs. From time to time, national, state, and community agencies and organizations have encouraged attention to particular health problems. In recent years, additional health problems, such as air and water pollution and other environmental health concerns, have been presented to school administrators for inclusion in the curriculum. The net result has been a proliferation of specialized health interests which individually and exclusively could not be included in the curriculum without the exclusion of many other important health topics.

Limitations of time and the already overcrowded school curriculum do not permit separte courses for each of the health topics. Therefore, a unified, planned program of health instruction with scope, sequence, progression, and continuity becomes necessary for a coordinated total approach to the health of man. In some states such programs have been developed within the framework of "critical health problems." Provision has also been made for inservice and preservice education for teachers, updated teaching materials, and other factors to strengthen the school health instruction program.

State laws and state board of education regulations (either permissive or mandatory) influence the nature of educational programs offered in schools. Some states have recently revised outmoded laws and regulations to meet current needs including the provisions of definite time in the curriculum and qualified leadership. Funding from governmental agencies at federal, state, and local levels also has great bearing on the quality of educational offerings. Often, such funding has not included the subject matter area of health as a part of the instructional program.

The National Congress of Parents and Teachesr supports the concept of comprehensive school health education programs and believes these programs should be given higher priority at national, state, and local levels. It urges educators to develop such programs and governmental agencies at all levels to provide the necessary funds. Further, it urges members of Congress, the secretary of health, education and welfare, the U.S. commissioner of education, state department of education and local school districts to establish higher priorities for these programs on a level comparable to other curricular subjects.

The National Congress of Parents and Teachers, with over 10 million members, is the largest voluntary organization in America. This organization has expressed a continuing interest in the health and welfare of children, youth and adults. In recent years, critical health issues have stimulated the PTA to pass supportive resolutions and position statements and to organize programs dedicated to parent and community education about these problems. The need for a study of current school health education programs at national, state, and local levels was pinpointed, and Mrs. Leon S. Price, national PTA president from Dallas, appointed a Special Committee To Study Federal and State Support for Comprehensive Health Education programs. Those serving are: Mrs. Farris Vaden, chairman (national health chairman), Mrs. Gerald T. Porch (president, Arizona PTA and chairman, State PTA Presidents Conference), Mrs. Edward F. Ryan (national legislation chairman), Mr. Arthur L. Yeaw, president, Vermont PTA), and Mr. William E. Noonan, Jr. (national recreation chairman). The Committee held its initial meeting November 3–4, 1969 in Chicago at which time a number of projects were initiated. Serving as consultants to the committee during its initial meeting were Edward M???????, consultant in health education, AAHPER, and Thomas M. Janeway, supervisor of health education, Illinois Department of Public Instruction. A national survey, involving state health chairmen, legislative chairmen, and state presidents of PTA was undertaken, and results of this survey, and other projects will be reported at the National PTA convention scheduled for New Orleans in May. A position statement was prepared by the committee and unanimously adopted at the recent 90-member PTA Board of Managers meeting on January 29, 1970. This statement is reproduced above.

STATE ANNUAL

EVALUATION REPORT

FOR

FISCAL YEAR 1969

PUBLIC LAW 89-10, TITLE I

OREGON BOARD OF EDUCATION
SALEM, OREGON

1859

SUPERINTENDENT OF PUBLIC INSTRUCTION
DALE P. PARNELL

SALEM, OREGON 97310

Dear Colleague:

Over one billion dollars was appropriated for fiscal year 1969 by the U.S. Congress under Title I of the Elementary and Secondary Education Act. Monies were to be used for the education of disadvantaged children.

Oregon's approximately eight-million-dollar share went mostly to local educational agencies and state agencies providing education for children regularly enrolled in school.

Title I programs have had an effect upon the educational achievement of educationally deprived young people in Oregon and this report helps document that accomplishment. Examples of successful programs are used to illustrate the scope of the effort.

Information for this report was provided by local school districts and state agencies operating Title I programs. Major responsibility for the preparation of this document was assumed by Jack Grossnickle, Oregon Board of Education staff consultant for Title I evaluation.

It is hoped teachers and administrators will profit from this brief look at programs for disadvantaged children, finding suggestions for refining their own compensatory educational programs.

Cordially,

Dale Parnell

Dale Parnell
Superintendent
Public Instruction

DP:jf

OREGON STATE SUMMARY OF TITLE I, ESEA

FOR FISCAL YEAR 1969

1. BASIC STATE STATISTICS

The following information indicates the participation of Local Educational Agencies (LEAs), and student involvement in ESEA, Title I programs for FY 1969.

A. There was a total of 362 operating Local Educational Agencies in Oregon, of which 347 LEAs were eligible for funding.

B. There were 277 Local Educational Agencies participating in Title I.

(1) 182 LEAs participated during regular school term only.

(2) 23 LEAs participated during summer school term only.

(3) 67 LEAs participated during both.

C. A total of 267 Title I programs were developed and consummated during the 1969 fiscal year.

D. The unduplicated number of pupils who participated in Title I programs for FY 1969 was 23,593 during regular school year programs and 8,901 during summer school programs.

(1) 21,982 were enrolled in public schools during the regular school year.

(2) 1,445 were enrolled in nonpublic schools during the regular school term.

(3) 8,421 were enrolled in public schools during the summer program.

(4) 354 were enrolled in nonpublic schools during the summer program.

(5) 166 were enrolled in private institutional schools during the the regular term.

(6) 126 were enrolled in private institutional schools during the summer term.

2. FY 1969 STAFF VISITS TO LEAs PARTICIPATING IN TITLE I.

General Education Consultants employed by the Oregon Board of Education worked as a team with Title I Consultants in the areas of Title I, ESEA program development, operation and evaluation.

During FY 1969, five General Education Consultants and five Title I Consultants participated in the planning and development of 167 LEA Title I programs. Oregon Board of Education personnel offered consultative services to 31 LEAs for project improvement during the operation of their program. Also during FY 1969, 228 LEA programs were visited by consultants for purposes of evaluating Title I, ESEA programs during operation.

As a result of the general education consultants' and Title I consultants' involvement during program planning and development, programs tended to be better in terms of serving needs of the disadvantaged child.

Involvement of various school personnel and school patrons in the planning and development of programs to meet the needs of educationally deprived children in local attendance areas was a direct result of consultants actively working with LEAs.

As a result of evaluation visits, LEAs were able to strengthen their programs, and the State Education Agency was better able to ascertain the degree to which the program was meeting criteria developed by federal and state agencies.

3. CHANGES IN THE STATE AGENCY

Describe any changes your agency has made in the last three years in its procedures and the effect of such changes to (a) Improve the quality of Title I projects, (b) Insure proper participation of nonpublic school children, (c) Modify local projects in the light of state and local evaluation.

(a) Improve the Quality of Title I Projects

In an effort to improve the quality of Title I projects, the Oregon Board of Education combined the numerous instructions, guides, and policies that relate to Title I project applications into a single publication, entitled Guidelines and Instructions for Title I, ESEA. Items included in the publication are criteria for approval of applications for grants under Title I, ESEA as established by the U.S. Commissioner of Education; definitions of terms used in applications; a copy of the application form with parallel state and federal instructions for developing each specific section of the project proposal; a section on fiscal accounting provisions for Title I, ESEA; a copy of the evaluation used for Title I projects; and other pertinent items and explanations.

Heavy emphasis was placed on the necessity of the LEA developing better methods of involving teachers, parents, and community organizations into advisory committees for planning and evaluation of Title I programs. By bringing together a broad cross-section of the school community to identify the special needs of deprived children, better programs were developed.

Another effort to improve the quality of Title I programs was made by Title I personnel in the SEA by involving SEA subject area specialists and exceptional child specialists, in the Title I project application review process. The special kmowledge that these people possess often led to direct contact with LEA personnel in offering suggestions and guidance for strengthening local Title I programs.

Involvement of the Intermediate Education District to a greater degree in working with the local school district in the preparation and development of Title I projects has helped to improve the quality of Title I programs. SEA consultants held many Title I, ESEA informational and planning meetings in IED offices for administrators and directors of LEA Title I programs. IED personnel in turn assisted LEAs in the development of Title I programs, with particular attention given to cooperative projects among smaller school districts.

SEA general consultants and Title I consultants made field visits during the entire year to help LEAs develop, plan, and implement effective Title I projects and to improve the quality of these special educational programs. Consultants often met with groups of district personnel to discuss areas of real concern for the educationally deprived child, to explain the categorical nature of Title I funds, and to help develop programs with sufficient size, scope and quality.

During the months of March and April 1969, the Oregon Board of Education held five regional workshops on Title I, ESEA primarily intended as in-service for persons responsible for designing and supervising Title I, ESEA programs. Also actively participating were teachers, teacher aides and related staff, nonpublic school personnel, parents, patrons, and representatives of community organizations. With the primary objective being to improve the quality of Title I programs, the topics presented and discussed centered on community involvement, successful Title I program activities, in-service relating to teacher aides and auxiliary staff, program evaluation and financial accounting.

(b) Insure Proper Participation of Nonpublic School Children

The Oregon Board of Education has required local school districts to plan with nonpublic school personnel in the development of Title I projects. Project applications must contain written evidence by the LEA concerning the involvement of nonpublic school personnel in helping to identify the special needs of nonpublic school children living within the target area, in assisting with the development of the program and in identifying the expected participation of nonpublic school children.

Nonpublic school participation in Title I, ESEA is a major concern of the Oregon Board of Education and consequently the Title I staff continuously endeavors to emphasize nonpublic school involvement by printing regulations and requirements in the Guidelines and Instructions for Title I, ESEA, written communications from the Title I staff, orally communicated by consultants when working with districts and by special invitation to nonpublic school personnel to attend all Title I workshops and in-service programs.

If the OBE had reason to believe that nonpublic school participation was not adequate, a visitation was made to the LEA to determine the reason and assist with appropriate changes.

(c) Modification of Local Projects in Light of State and Local Evaluations

General education consultants and Title I consultants made on-site visits to most of the programs in the state and followed up the visitation with a formal written report. Questions such as the following were answered: Is the project being carried out as proposed in the project application? Is the project compensatory education in nature and specifically designed to meet the special needs of a limited number of educationally deprived children? Can the aims and objectives of the project be accomplished through the activities and services offered? Can the project be reasonably expected to make substantial gains toward upgrading educational achievements and opportunities of educationally deprived children?

If these questions were not answered in the affirmative, a letter was directed to the LEA pointing out the deficiency and stating that the same program could not be approved another year. Prior to the time for submission of the following year's Title I application, the SEA made a special effort to send consultants to the LEAs with questionable Title I programs to assist them in developing approvable activities and services for educationally deprived children.

4. EFFECT UPON EDUCATIONAL ACHIEVEMENT

A. Standardized Achievement Test Results, Title I, ESEA 1968-69 Students Taking Both Pre- and Post-Tests

Data is based on a sampling of 1968-69 Title I, ESEA projects involving 60% of the total participating children. Portland and Salem projects are included in the sample.

The percentage of children in each percentile range for the pre-test and the post-test scores are recorded. Percentages are based on Title I project children in all grades and on all standardized tests used in determining battery achievement scores. Two percentile studies are presented here. The first is based on projects in which children participated the full school year. No partial-year projects are included in these charts. The second set of percentile figures reports only children involved in summer projects.

I REGULAR FULL SCHOOL YEAR

Baseline	Percent of Title I Project Children	21	16	14	16	15	10	5	2	1	0
	Percentile Range	0-9	10-19	20-29	30-39	40-49	50-59	60-69	70-79	80-89	90-100
Post-test	Percent of Title I Project Children	12	13	13	18	17	12	7	5	2	1
	Percentile Range	0-9	10-19	20-29	30-39	40-49	50-59	60-69	70-79	80-89	90-100

	Title I Children Pre-test Percentiles	Title I Children Post-test Percentiles
Mean (Average)	29.9	36.8
Median (midpoint)	28.3	36.4
Mode Group (Largest)	20-29	30-39

II SUMMER PROJECTS

Baseline	Percent of Title I Project Children	16	15	16	20	13	11	5	3	1	0
	Percentile Range	0-9	10-19	20-29	30-39	40-49	50-59	60-69	70-79	80-89	90-100
Post-test	Percent of Title I Project Children	10	13	14	14	17	12	9	5	4	2
	Percentile Range	0-9	10-19	20-29	30-39	40-49	50-59	60-69	70-79	80-89	90-100

	Title I Children Pre-test Percentiles	Title I Children Post-test Percentiles
Mean (Average)	32.8	37.5
Median (Midpoint)	29.8	34.2
Mode Group (Largest)	20-29	30-39

The difference between pre-test and post-test percentiles indicates improvement in achievement for both regular and summer project participants.

It should be noted that both regular and summer projects experienced percentile improvement with slightly more growth indicated for the full year programs. The intensity of instruction during the summer projects could account for growth nearly equaling the growth of regular full year projects. Regular school year projects showed greater gains and affected more children.

Gains in the upper ranges of the percentile scales showed consistent improvement, making it difficult to select one percentile range above another as an example of student gains. The scales would indicate that the improvement shown by these students can be attributed to the increased attention paid to student learning difficulties through Title I projects.

The total number of students participating in all Title I projects for the year 1968-69 was 32,494.

B. Projects in Oregon used a wide variety of approaches in solving the problems of the disadvantaged child. While nearly all reports indicated varying degrees of success, those projects which provided the child with individual attention seemed to be the most successful. This attention could come from either a teacher or an aide. In many cases the services of a counselor or a social worker also added to the chances for a child's success. Those projects relying upon teaching machines or class instruction were only moderately successful.

It would appear that the student finds the most help when he has sole claim to the attention of an adult. A well-balanced program providing for the emotional, physical, cultural, and educational needs of the student usually is successful.

C. There is no data available to either prove or disprove the theory that the effectiveness of Title I projects is related to expenditure.

5. EFFECT ON ADMINISTRATIVE STRUCTURE AND EDUCATIONAL PRACTICES

What effect, if any, has the Title I program had on the administrative structure and educational practices of the State Education Agency, Local Education Agencies, and non public schools?

A Federal Programs Director, Title I coordinator and four consultants work in the areas of planning development, operation, and evaluation at the state level. Additional time is devoted by the total Oregon Board of Education instructional staff to helping school districts develop programs to meet the needs of educationally deprived children in local school districts.

During the past year at the state level five Title I consultants worked with ESEA projects as they arrived in the SEA from districts. Five general consultants helped develop programs by advising school districts concerning guidelines established by the U.S. Office of Education and interpreting state regulations as set down in the state guidelines. Nine special area consultants devoted time to reviewing projects and advising school districts of techniques which might be employed to develop special or unique instructional practices for youngsters in their Title I projects. The Title I staff also received help, at the state level, from the special area consultants where supportive services entered into the project.

Through coordinated efforts of all state consultants and school district personnel, the projects for FY 1969 were improved.

The major change in FY 1969 project approval was the addition of a review by the Superintendent's cabinet, (composed of the superintendent, deputy superintendent, executive and administrative assistants, assistant superintendents, and directors of programs) with subsequent approval and grant award by the State Board of Education. The reviews are based on findings and recommendations of the Title I staff.

Additional effects noted were increased use at the LEA level of consultant services offered by the State, and consultant services from other agencies, such as Intermediate Education District offices, colleges, and universities.

At the local level, many of the LEAs have found it very beneficial to employ a director of ESEA Title I for the district. The director is responsible for the development and supervision of the programs.

There appears to be more cooperation between state agencies and local educational agencies due to the availability of state consultants to the districts for the development of Title I, ESEA programs. This has been accomplished through concentrated field work by state consultants who develop county-wide in-service for administrators and directors of Title I projects during the developmental phase of the programs.

In the area of nonpublic schools, the effect has been one of bringing about a closer working arrangement with local school districts. An awareness has been developed, in both the public and nonpublic schools, of their need for a coordinated effort in educating the youngsters of the area. As in the public school, nonpublic schools have improved the educational programs of their institutions through additional funds being made available for personnel and equipment in order to carry out special types of programs for the educationally deprived.

Through the use of ESEA funds there has been a noticeable increase in changed teaching practices within many schools of the state. Areas of change in teaching practices are particularly noted in the use of teacher aides, individualized instruction, and the experience-approach to learning. Some innovative teaching practices are being developed in ESEA projects, and are also being put into practice in other schools by other staff members. In some ways ESEA projects have been sounding boards for teachers. They have given teachers free rein to take projects in the direction teachers felt necessary to accomplish the goals established for the programs. Through their efforts, at instructing the educationally deprived child, teachers have discovered and tried a variety of new techniques. Many of these techniques, proving successful, are consequently tried by other teachers who are becoming aware of a need for the freedom of trial and error in attempting to reach the educationally deprived child.

6. ADDITIONAL EFFORTS TO HELP THE DISADVANTAGED

A. An amount of $587,500 was allocated by the State of Oregon from state moneys to augment ESEA programs. During fiscal year 1969, only one district augmented its ESEA program with state moneys, which were specifically set aside for use by the district for the educationally deprived child.

The objectives as stated in the project were to:

1. Improve classroom performance in reading.
2. Improve classroom performance in other skill areas.
3. Improve children's background and understanding of the world in which they live.
4. Improve the child's self-image.
5. Change in a positive direction their attitudes toward school and education.
6. Raise their occupational and/or educational aspiration levels.
7. Increase their expectations of success in school.
8. Increase experiences that help children appreciate their culture and develop increased understanding of their relationship to other people.
9. Provide integrated educational experiences for greater numbers of minority race children.
10. Help children conduct themselves appropriately in various social settings.

11. Improve the physical health of the children.
12. Increase parent understanding of the school's role and enlist parent support in the interest of their child's success.

The rationale for increased funding basically lies in the need for additional funds to reduce class size and provide integrated educational experience for more children in an attempt to meet the objectives as stated in the previous paragraph. The amount of $587,500 was approximately 15 percent of the funds expended for the total program. This project involved 3,455 students from public schools and 293 students from non-public schools.

No compensatory educational programs conducted during FY 1969 in Oregon were operated and supported entirely by State funds.

B. Coordination of ESEA Title I activities with those of other federally funded programs.

ESEA, Title II. Several school districts in Oregon use Title I funds to develop instructional library programs. These funds provide personnel and equipment offering coordinated use of Title II teaching materials for and improved library program.

ESEA, Title III. Title I personnel participated in evaluating proposals submitted under Title III, for the State of Oregon.

NDEA, Title III. Many of the ESEA Title I programs use materials and equipment purchased by the LEAs from NDEA funds to strengthen the Title I program in the critical subject areas as indicated under NDEA Federal Guidelines.

The PL 89-10 amendments, PL 89-750 Migrant, PL#89-313 Handicapped, and PL 89-750 Neglected and Delinquent, are coordinated through the efforts of the SEA Title I staff. Title I staff, general education consultants and special area consultants offer help in planning, developing, operating, and evaluating programs for educationally deprived children in the participating agencies.

Title I personnel offer services to the State OEO through coordinated efforts to achieve the goals established for educational programs which meet the needs of children residing in areas where community action programs are operating.

7. COMPENSATORY EDUCATION FOR CHILDREN ENROLLED IN NONPUBLIC SCHOOLS

During FY 1969, 48 programs involving 1,799 nonpublic school children were in operation. Of the 48 programs, 12 were operating during the regular school year only, 12 were summer school only, and 24 were operating both during the regular school year and in summer school.

Programs in nonpublic schools were developed to meet the same or similar educational needs as the programs which were developed to meet the needs of children in the local public school district. Therefore, the evaluation was included in the LEA's evaluation and became a factor in the total evaluation for the LEA. Consequently, the quality of the project in nonpublic schools would be rated with the quality of the LEA's program and gains recorded with the results of those of the total participants of that LEA.

The number of nonpublic school children participating in programs conducted by LEAs were:

1,121 during the regular school day at public schools.
406 during a.m. summer sessions at public schools.
12 in one p.m. project at public school.
188 during all day summer session at public schools.
497 after school hours during the regular school year at public schools.

Programs conducted in the public school were for instruction in academic areas of educational deprivation, and the nonpublic school children took part in order to improve their education.

Equipment and materials obtained with Title I funds were loaned to the nonpublic school in order to carry out the planned program.

During FY 1969 no changes were made in legal interpretations concerning Title I and the nonpublic school child. The following information is printed in the State Guidelines and Instructions for Title I, ESEA, 1969, for the purpose of clarification for the public school and nonpublic school in meeting the requirements of PL 89-10 and the State of Oregon:

> Pages 8 and 9, Section II identify the information required on the application.
>
> Column 1 - Enter the names of all private schools attended by children residing in the project area and any other private school where Title I activities will be located. Also, enter names of all private institutions whose children were counted in the determination of the applicant's allocation. If the private school is located in another school district, enter it and enter the name of the other local educational agency in parentheses.
>
> Item 8B - In planning the Title I program, the needs of educationally deprived children enrolled in private schools must receive the same consideration on a priority basis as the needs of children enrolled in public schools. Genuine opportunities shall be provided for the participation in Title I activities and services of educationally deprived children who are enrolled in private schools and who, on the basis of need, require such services.
>
> The applicant's assessment of needs of children at various grade and age levels must include the children in the project area who are enrolled in private schools. This assessment, carried on in consultation with

private school authorities, is to provide the basis for (a) determining the special services in which private school children will have genuine opportunities to participate, and (b) selecting the private school children for whom such services are to be provided. These services should be comparable in quality and scope to those provided for public school children.

The applicant should also provide evidence that public school officials will have administrative direction and control over Title I activities conducted in private facilities.

Pages 9, 10 and 11, Section V of the handbook contain the following information:

Participation by Educationally Deprived Children Enrolled in Private Schools

The state educational agency must determine that, to the extent consisent with the number of educationally deprived children in the school district of the local educational agency who are enrolled in private elementary and secondary schools, such agency has made provision for including special educational services and arrangements (such as dual enrollment, educational radio and television, and mobile educational services and equipment) in which such children can praticipate.

This Title does not authorize direct grants or benefits to private schools. The services and arrangements provided for educationally deprived children enrolled in private schools should be designed to benefit the children rather than the school they attend.

The responsibility for identifying areas of concentration and designing projects rests wholly with the public educational agency. It would be advisable, however, for the applicant to consult with private school officials so as to determine the special educational needs of educationally deprived children enrolled in private schools.

Before a state educational egancy may approve a grant, it must determine that the applicant has provided sufficient opportunities for the participation of educationally deprived children enrolled in private schools who reside in project areas. Opportunities for these children to participate on the basis of geographical area must be substantially comparable to those provided to children enrolled in public schools.

To the maximum extent possible, the children enrolled in private schools who will participate in a project should be children who reside in the project area. In any event, the needs of educationally deprived children residing in the project area should determine the nature of the project or projects. Children who attend private schools in the project area but do not reside there may participate in the project if they have the same needs and if it would defeat the purpose of the project to segregate them from those who also attend such private schools but reside in the project area.

The requirement under section 205(a) (2) is interpreted as applying to the total program of the local educational agency, not necessarily to each project. But each project application must show the degree or manner of the expected participation by educationally deprived children enrolled in private schools, so that the State may judge the total program in this respect.

Title I provides for the participation of private school pupils in special educational services and arrangements. Where special educational arrangements, such as dual enrollment, are provided in public schools for private school children, classes should, if administratively feasible, not be separated on the basis of the school in which the children are enrolled. Only special services and arrangements of a therapeutic, health, remedial, welfare, guidance, counseling, or a similar nature may be provided on private school premises, and then only when such services or arrangements are not normally provided by the private schools. All special services or arrangements provided under Title I must, however, be specifically designed to meet the special educational needs of educationally deprived children. The extent of the opportunity for participation by private school children in Title I programs should be based on the numbers of educationally deprived children enrolled in such schools who are in need of the services so provided.

The law prohibits the paying of salaries of teachers or other employees of private schools or the construction of private school facilities. Mobile educational equipment, if necessary for the successful operation of project activities, may be temporarily placed in private schools, but title to equipment must be in a public agency. Such equipment must not be allowed to remain on private school premises any longer than necessary, and in no event after the end of the period for which the project was approved.

If there are educationally deprived children who reside in the applicant's district but attend a private school located in the district of another local educational agency, and if there is no practicable way for the applicant to provide opportunities for their participation in the project, the applicant may wish to consider entering into a cooperative agreement with the other local educational agency. Under such a cooperative agreement, the local educational agencies could jointly provide educational opportunities geared to the needs of the educationally deprived children of both districts who are enrolled in that private school.

8. TEACHER-TEACHER AIDE TRAINING PROGRAMS

The Oregon Board of Education advised schools developing Title I programs in which teacher aides were to be used, to plan for training programs involving the teacher and teacher aides citing the federal requirements on pages 16 and 17, Part I of the Board's Guidelines and Instructions for Title I, ESEA, as follows:

5.3 Specific provision has been made for professional staff members and education aides assigned to assist them to participate together in coordinated training programs.

Authority: 20 USC 241e(a)(11)

The 1967 amendments to Title I specifically require as a condition for the approval of projects involving the use of education aides the presentation of well-developed plans for training programs in which the aides and the professional staff members they will assist participate together. The program provided for such staff members and their aides should, as stated in item 5.2, In-service Training, be closely allied to the tasks they will be performing. Each Title I application involving the use of education aides should set forth (a) definite proposals for the joint training of those aides and the professional staff members with whom the aides will work or (b) a detailed description of such a program in which most of the aides and the professional staff members they will assist have already participated. Special attention should be given to the development of the most effective ways the professional staff members and their aides can work together and of ways in which a long-term training program may assist both professional staff members and aides to take on increasing responsibilities. If appropriate, consideration should be given to providing the aides with training leading toward teacher certification. Such training may begin with Title I funds and continue as long as the aides are employed in Title I activities. After this, other appropriate funding should be sought.

To further clarify the role of aides in the schools, the following information from pages 17 through 26, part V of the Guidelines and Instructions for Title I, ESEA is reproduced.

RULES OF THE STATE BOARD OF EDUCATION FOR THE EMPLOYMENT OF TEACHER AIDES

The rules adopted by the State Board of Education are requirements to basic school support and apportionments.

I. DEFINITION OF TEACHER AIDE

The term 'teacher aide' within the context of these regulations refers to persons as defined in ORS 342.120. 'Teacher aide' means a noncertificated person employed by a school district whose assignment is limited to assisting a certificated teacher.

The teacher aide is a person who by definition possesses the following qualifications:

a. U.S. Citizenship
b. An age of 18 years of more
c. A high school diploma or its equivalent
d. Standards of moral character as required of teachers

Teacher aides are to conform to the requirements of Oregon law that are applicable to other noncertificated school employees, including registration of the health certificate as required by ORS 342.602. Any exceptions to these qualifications shall be negotiated by letter with the Superintendent of Public Instruction.

II. DEFINITION OF TEACHER

The term "teacher" within the context of regulations governing teacher aides and teacher aide programs refers to persons as defined in ORS 342.120. "Teacher" includes all certificated employees in the public schools who have direct responsibility for instruction and who are compensated for their services from public funds.

III. FUNCTIONS OF TEACHER AIDES

The functions of the teacher aide shall be to give assistance in the work of the school under the leadership and supervision of a teacher. The aide is not to be used to supplant but rather to support the teacher.

IV. ASSIGNMENT OF TEACHER AIDES

The assignment of teacher aides shall be such that they are used only in an adjunctive relation to a classroom teacher, librarian, counselor, or other professional staff.

The role of the teacher aide is one that is adaptable to many supportive tasks. Nothing in these rules should be interpreted as limiting teacher aides only to the performance of classroom functions.

V. REGISTRATION OF TEACHER AIDES

The clerk of each school district utilizing aides shall register with the administrative school district board, county school board of the intermediate education district board, whichever has jurisdiction over the county in which the administration office of the school district is located, no later than October 15 of each year and on a provided form, the age, sex, hourly rate of compensation, educational level, nature of assignment, social security number, and such other information as the Superintendent of Public Instruction may require for each teacher aide. The administrative unit in each case shall transmit this information to the Oregon Board of Education no later than October 31.

VI. TRAINING OF TEACHER AIDES

Districts employing teacher aides shall provide or arrange for suitable training for such personnel to prepare them to perform such functions as they may be assigned.

VII. CREDENTIALING OF TEACHER AIDES

The State Board of Education will require no certificate, diploma, or other credential (except the prerequisite high school diploma or its equivalent) as a condition for employment as a teacher aide.

VIII. SELECTION OF TEACHER AIDES

Persons selected for employment and training as teacher aides shall be those who show promise of being able to serve effectively as teacher aides.

INTERPRETIVE GUIDELINES FOR THE STATE BOARD OF EDUCATION RULES GOVERNING TEACHER AIDES

Schools shall substantially conform to these recommendations expressed as guidelines for interpreting regulations governing teacher aide programs.

I. DEFINITION OF TEACHER AIDES

The teacher aide is a person more than 18 years of age employed in an assisting role. This does not include persons such as student teachers, cadet teachers, National Youth Corps enrollees. nor students in team learning programs.

II. DEFINITON OF TEACHERS

The teacher or teachers to whom aides are assigned should have other than a limited or restricted certificate and two or more years of teaching experience attested by the relevant supervisor as indicating exemplary competence in the skills of teaching.

Where teacher aides are assigned to team-teaching situations this rule shall apply only to the team leader.

III. THE FUNCTIONS OF TEACHER AIDES

The function of the teacher aide is to assist the professional staff. This assisting function need not be sharply limited to working only with things or dealing only with routine tasks. The function of the teacher aide, in addition to doing such clerical and secretarial tasks, is to enter into the life of the school in a supportive role under the leadership of the teacher. The function of the aide is determined through the guidance and supervision of the teacher in accordance with the requirements of the educational program and the needs of the children.

This definition of function is to be interpreted as encouraging a realistic involvement of teacher aides in the instuctional program under the leadership of the professional staff. It is not to be interpreted as implying that the aide shall supplant the teacher nor that the aide is to be used in lieu of a teacher. Teacher aides serving in library instructional media centers are not to be used in lieu of a certificated personnel, but they are to work under the direction and supervision of a certificated librarian. For adequate supervision the librarian should spend not less than 5 hours weekly directing the work of each full-time (or equivalent) aide.

The omission from this statement of a list of tasks to be done by teacher aides is purposeful. The omission of such a list is an acknowledgment that, although the teacher aide will in fact do routine tasks, any arbitrary allocation of the work of the classroom to aide and teacher is unrealistic and detrimental to the best use of a differentiated staff. What is important is that the teacher be established in a leadership role and the teacher aide be established in a supportive, and that within these role identities they approach the work of the school free of exact and externally imposed boundaries of action.

Within this definition of function, the assignment of the teacher aide, where the aide is given exclusively clerical or secretarial tasks, may be such that the aide works with several teachers representing several grade levels.

Where the aide is involved in the work of the classroom the assignment should be such that the aide works preferably with just one and not more than two teachers--except in team teaching situations.

IV. ASSIGNMENT OF TEACHER AIDES

Assignment of teacher aides should be such as to augment the regular services of the professional staff. Any assignment of teacher aides to any teacher station such as classroom, library, or counseling office should be one in which the teacher aide is an adjunct to a particular member of the professional staff. No assignment of teacher aides should be made which provides for the manning of any teacher station by teacher aides under only remote supervision by a teacher, building principal, or other supervisor in lieu of the proximate supervision of a teacher assigned to that station with the teacher aide. Nothing in this regulation shall be interpreted in a way to contradict the provisions of Section 13-035 of Minimum Standards for Public Schools.

V. REGISTRATION OF AIDES

The registration of teacher aides with the appropriate administrative office is for the purpose of generating appropriate manpower data and information regarding the staffing patterns of schools throughout the state. It is not a step toward developing lists of approved or credentialed personnel.

VI. THE TRAINING OF TEACHER AIDES

A. TECHNICAL TRAINING

Suitable training for teacher aides should include technical preparation for use of equipment, paraphernalia and the like and to acquaint them with record keeping systems. It is the first level of training and prepares only for those things-related, not persons-related functions to be performed by teacher aides.

B. CORE SEMINAR IN HUMAN SUPPORT FIELDS

In addition, where the teacher aide is to serve in more than a clerical or secretarial role, there should be exposure to the human support fields through a "core seminar" format. The purpose is to induct the teacher aide into those understandings from the human support fields having special relevance for education but not to require the conventional. systematic course work associated with undergraduate education.

C. ROLE DEFINITION AND HUMAN RELATIONS TRAINING

Adequate role differentiation, i.e., the establishment of the teacher in the role of professional leader and the aide in the role of assistant, is a most critical element for the success of any teacher aide program. Training must include exposure to the means of defining and establishing the role of the teacher, the teacher aide, the developmental nature of role definition, and the significance of role fulfillment in the institutional setting.

The nature of the school and of teaching, i.e., its heavy involvement with persons and groups, implies a possibility of interpersonal stress and the consequent need for human relations training. Hence, teacher aide training should include human relations training especially designed to facilitate communication, trust, and a stress-free relationship with children and adults.

D. SURVEY OF SUBJECT AREA OBJECTIVES AND PROCEDURES

Teacher aide training should induct the aide into an awareness of basic objectives associated with the curriculum. Effective service as an assistant requires awareness of the goals for instruction toward which the teacher works.

Likewise, the teacher aide should be alerted to kinds of procedures used in the basic subject areas. Procedures in dealing with groups, for organizing for instruction, for handling multiple sources, for individualizing instruction, and the like should be a part of aide training. This is not to be confused with a methods course design. It should be a survey to give awareness of the ways of teaching in a variety of subject areas for the purpose of alerting the aide to present day realities of the classroom.

VII. THE CREDENTIALING OF TEACHER AIDES

Reliance on credentials is no substitute for adequate screening and evaluation of candidates for teacher aide positions. No one shall be required to hold any credential other than a high school diploma or its equivalent as a prerequisite to employment as a teacher aide.

VIII. SELECTION OF TEACHER AIDES

Selection of persons for employment and training as teacher aides should be such that identification is made of those whose style of like is characterized by flexibility and responsiveness to people. A careful screening of persons to be trained and employed as teacher aides is unusually important inasmuch as the alternative selection process of meeting credentialing requirements is missing.

APPENDIX A

QUESTIONS AND ANSWERS

1. Question: Should districts have written policy statements governing the employment and assignment of teacher aides?

   Answer: Yes. Within the Regulations of the State Board of Education, districts are urged to specifically define and put in writing their own policies regarding the employment and use of teacher aides.

2. Question: Are student aides, for example, children who assist others in "team learning" situations, or National Youth Corps persons who are employed to do clerical and other routine work, included within the definition of "teacher aide?"

   Answer: No. The term "teacher aide" is not inclusive of young people who are used in team learning arrangements, or who are employed in special programs to give opportunity to the disadvantaged, or who are enrolled in "new careers" or other vocationally-oriented educational experiences designed to attract high school persons into teaching. These persons are not be be included in teacher aide training.

3. Question: Can training or work experience as a teacher aide be used as an equivalent or substitute for some part of a regular teacher education program such as a foundation or methods course?

   Answer: No. The "approved program" approach to teacher education is the recognized, established program in Oregon. Any equivalency of aide training programs would stand as separate and incidental characteristics of the courses to be evaluated and would not derive from their being a part of teacher aide training. For example, taking a professional course or any other course as a teacher aide or in a teacher aide training program would neither add nor subtract from its equivalency for some requirement in teacher education. The course would be evaluated as any other, i.e., on its own merits.

4. Question: Do the rules governing teacher aides preclude assigning teacher aides to supervise playgrounds, bus loading stations, cafeterias, or study halls?

Answer: Teacher aides who are competent, mature and conversant with what would be reasonable care in meeting the management responsibilities of such an assignment may supervise such activities subject to local district policy. However, the professional staff has primary responsibility in managing children.

5. Question: May children be left in the care of teacher aides without the district or its personnel risking liability for injury to children or other accidental or untoward circumstances or events?

Answer: The issue of liability does not rest on certification but on whether the responsible and assigned individuals in charge carry out their responsibilities in a manner demonstrating reasonable care and normal precaution.

6. Question: May a teacher aide be given a limited clerical or secretarial assignment?

Answer: Yes. A teacher aide may be used in a restricted assignment. This might be described as a Level I function in which the teacher aide deals primarily or only with things. In addition, however, the teacher aide may be given a more inclusive assignment--one that might be described as a Level II function in which the teacher aide deals also with persons, i.e., children.

7. Question: May a principal serve as school librarian by assigning a teacher aide to a library instructional media center to serve under his supervision?

Answer: No. The teacher aide may not be used in lieu of certificated personnel.

8. Question: May a teacher aide be assigned to a classroom to serve in lieu of a teacher under supervision of a building principal adjacent or near-by classroom teacher, or the supervisor?

Answer: No. The teacher aide may not be used in lieu of certificated personnel.

9. Question: May teacher aides be used in special programs such as those for the mentally retarded or may they be used to assist music teachers, counselors and others?

Answer: Yes. The question of assignment is not answered by whether the role of the teacher aide fits a stereotype for teacher aides but by whether the assignment is essentially one of support and assistance to the professional staff.

10.Question: Do the Rules of the State Board of Education governing teacher aides cover volunteer teacher aides?

Answer: No. By definition, teacher aides are those who are employed by the school. However, it would be will to have a health card clearance for any person serving regularly in the school even though a volunteer.

11.Question: May teacher aides be used as substitute teachers?

Answer: No. Oregon law requires that all teachers, substitute or otherwise, be certificated.

APPENDIX B

TYPICAL DUTIES OF TEACHER AIDES

The following list is merely a suggestion of the kinds of services teacher aides might perform and is not meant to indicate that the teacher aides be limited to this list of duties.

Level I

Recording grades
Filing records
Duplicating Materials
Operating audiovisual equipment
Procuring supplies
Preparing displays
Processing new books
Repairing damaged books
Typing reports or instructional materials
Managing housekeeping chores

Level II

Supervising rest periods
Monitoring study periods
Listening to reading groups
Assisting with committee and individual work
Reading stories to class
Assisting children in drill and review
Supervising playground, lunchroom, etc.
Assisting children who become ill
Calling at home for counselor
Doing routine errands for administrator

ADDITIONAL PROVISIONS ON THE USE OF AIDES IN LIBRARIES

The duties of an aide in a library should be confined to the routine and clerical activities associated with shelving and finding books, magazines, and other materials for teachers and pupils, the mechanical aspects of processing and cataloging, such as typing cards, and the technical tasks of maintaining and distributing equipment. Thus, if an aide is permitted to take over sole management of a library without professional library supervision on a regular, continuing basis, it is a violation of the Regulations for use of teacher aides.

Under provisions of Minimum Standards for Public Schools in Oregon, as approved by the State Board of Education 1967, the following statements would seem to define the role of aides serving in libraries:

ELEMENTARY SCHOOLS

1. In schools employing eight or fewer classroom teachers, aides may serve as clerks in the school library only if they have adequate supervision and direction from the local district or the IED level. It is our staff's opinion that minimum acceptable supervision requires the supervisory services of a certificated librarian for not less than five hours weekly. A school may contract for the services of a librarian if supervision is not provided by the local district or by the IED.

2. In schools employing nine to twenty-four classroom teachers, aides may be employed to assist, but not to substitute for, the one-half full-time certificated librarian required by Minimum Standards for Public Schools.

3. In schools employing twenty-five or more classroom teachers, aides may be employed to assist but not substitute for, the full-time certificated librarian required by Minimum Standards for Public Schools.

SECONDARY SCHOOLS

Aides may be employed to assist, but not substitute for, the certificated librarians required by Minimum Standards for Public Schools.

COORDINATED TEACHER-TEACHER AIDE TRAINING

During FY'69, 46 individual LEAs carried on coordinated teacher-teacher aide training programs with 1,796 participants. This included all staff involved in working with the educationally deprived child.

In many of the other LEAs the aides and teachers were involved in several formal in-service sessions. The training programs for aides were in connection with specific responsibilities; however, occasional sessions were held for instruction in such areas as assisting in charting activities and precision teaching, use of new equipment, duties and responsibilities.

The general activities of the in-services were designed to help teachers and teacher-aides meet the needs of the handicapped child through coordinated efforts. The following examples of in-service submitted by various districts are included in an effort to illustrate several LEA efforts at improving instruction for the educationally disadvantaged child.

LINN-BENTON IED

An Intermediate Education District office encompassing two counties, developed and successfully completed a cooperative in-service for teacher-teacher aides involved in schools with Title I programs. One hundred twenty-five participants from 37 LEAs completed the in-service.

The following is an overview as submitted by the Linn-Benton IED concerning the in-service for schools conducting Title I, ESEA programs involving teacher aides:

> "The ESEA Act of 1965 has been amended to include a provision that, as a condition for project approval, "In the case of projects involving the use of education aides, the local education agency sets forth well-developed plans for providing for coordinated programs of training in which education aides and the professional staff whom they are assisting will participate together." (S105(a)(11) of Title I, ESEA). The amendment was proposed by Congressman Scheuer and has become known as the Scheuer amendment.
>
> Each Title I application must contain sufficient information for the Oregon Board of Education to determine whether or not a staisfactory joint training program will be provided. Such information should include a description of any completed training activities of this type, the proposed training activity, the number of professional staff members, inexperienced aides and experienced aides who will be involved; and the duration of those activities."

So states the state Title I Guidelines on Page 17 of Part II. Thus aptly states the reason for the initiation of the idea to hold such in-service training on the IED level. It would be difficult for small districts to meet this requirement. Districts in the Linn-Benton IED were polled. The result was that the districts overwhelmingly wanted the Linn-Benton IED to perform this service for them.

Description

The in-service was divided into 5 meetings each 1 1/2 hours in length held at the end of the school day from 4:00-5:30 p.m. one day per week. It was necessary to hold the meetings at this time to give teachers an opportunity to come. Since this was a particularly important aspect of the program, the meetings were scheduled to accommodate the teachers' convenience. Administrators cooperated beautifully and permitted teachers and the aides to leave the building early enough to be prompt in attendance.

Topics for the five meetings were: 1. Technical Training: 2. Child Growth and Development: 3. Role, Definition and Human Relations Training, 4. Survey of Subject Area Objectives and Procedures; 5. Procedures in Dealing with Groups, Procedures for Organizing Instruction, Procedures for Handling Multiple Sources and Procedures for Individualized Instruction.

Description of Each Meeting

First Meeting

Topic--Technical Training. This was an orientation meeting. A State Department of Education Title I Consultant explained the purpose of the in-service, the rules and regulations of Title I and the State Board regarding teacher aides as to qualifications, duties and responsibilities that would be expected of aides.

Part of the meeting was devoted to basic fundamentals regarding technical training. Various types of office equipment, audio-visual equipment, etc. were displayed. Demonstrations on the use and care of ditto machines, mimeo machines, overhead projectors, photocopy machines, tape recorders, slide projectors, etc. were conducted by an assistant superintendent of one of the large districts in the Linn-Benton IED.

The Linn-Benton IED film and filmstrip library use was explained. The aides were given samples of the forms used by the district to order films and filmstrips and catalogues containing descriptions of the films and filmstrips.

The aides were given the opportunity to question the State Department Title I Consultant. It seemed that the teachers and aides were anxious to comply with the regulations regarding the type of work the aide could do legitimately. Sometimes there is a very fine line between drill work and instruction.

Second Meeting

Topic--Child Growth and Development. The second meeting was designed as an attempt to help the aide understand human growth and development. This topic was discussed by a health nurse, a psychiatric social worker and a psychologist. Thus, the aides might be given some information explaining why children act as they do and why the teacher instructs as she does in accommodating the growth paterns.

The psychologist gave a general overview of behavior and explained the idea of the positive and negative reinforcement in the use of pupil control. The psychiatric social worker listed the charcteristics of the 6-; 7-; 8-; 9-; 10-; 11-13 year olds.

The health nurse described physical development and demonstrated the proper procedures for completing the health cards and other health records of the child as part of his cumulative records. Copies of the booklet Your Child from 6 to 12 published by the U.S. Department of Health, Education and Welfare, 1966, were distributed to the aides.

Again the aides were given an opportunity to ask questions.

Third Meeting

Topic--Role, Definitions and Human Relations Training. This meeting was designed to explain the different roles of teachers and teacher aides concerning important information regarding human relations. Another aspect of this particular program was professional ethics.

Suggestions were offered the aides to help prevent misunderstandings of the term ethics in relation to their work.

Fourth Meeting

Topic--Survey of Subject Area Objectives and Procedures.

This meeting was designed to propose a survey of subject area objectives and procedures. A school district supervisor and one of the district's aides presented numerous ideas of what was being done in their particular district in the aide program. The aide described and demonstrated some of the things she endeavored to do concerning her responsibilities.

The aides were given a broad overview of the goals of instruction and some specific information pertaining to the philosophy and techniques of reading instruction. Again aides were provided the opportunity to ask questions.

Fifth Meeting

Topic--Procedures in Dealing With Groups; Procedures for Organizing
Instruction; Procedures for Handling Multiple Sources and
Procedures for Individualized Instruction.

This meeting was designed to give the aides some procedures in dealing with groups; organizing instruction; handling multiple resources and individualizing instruction.

In an effort to familiarize the aide with terminology concerning organizational structure and instructional techniques she might encounter, different organizational patterns were discussed as well as different forms of grouping within the classroom or grade level. Individualized instruction and continuous progress programs were explained.

Homework and retention were discussed. Teachers and aides were told that research had proven that only 20% of those children retained ever benefited from retention. Forty percent still remain the same as they were before retention and forty percent will have more problems than they had before.

Again the meeting concluded with a question and answer period.

At each meeting of the in-service there was a Title I Consultant from the State Department of Education present to answer questions and lend support to the meeting.

At the conclusion of the in-service the aides were given a handbook developed by the Linn-Benton IED staff.

ROCKWOOD SCHOOL DISTRICT #27

In-service for Title I Staff Members:

Beginning April 23, 1969 with a no-host dinner at a local restaurant, the Title I staff members met to get acquainted and to learn more about the project.

Characteristics of disadvantaged children in the program were discussed. Following this session, the staff members met once a week for one and one-half hours for four weeks. Discussions and lectures were focused on the needs of the children to be included in the Title I program, the methods by which the needs would best be met, the materials for meeting those needs, the behavior of the children who would be included, the meaning of that behavior, and the goals for the children (both immediate and long range).

Various sessions were conducted by a clinical psychologist, a program administrator and a pupil-personnel services director. An agenda was distributed prior to each of the meetings so the participants might have time to consider the topics to be discussed.

Two and one-half days prior to the beginning of the project were in-service days. Final preparations were made for the six weeks' session. The program was carefully structured to provide an overview of the services offered in speech, library, art, music, science, health, motor skills, guidance. Addresses both morning and afternoon were given by a clinical psychologist with discussion following. Specialists in the various aforementioned fields gave short talks after which the teachers were provided an opportunity to confer with the specialists and with the project administrator on a one-to-one basis.

Studying the guidance and the cumulative record folders was one of the tasks of the in-service. Each teacher then knew what had previously been accomplished with each child. In addition, each person became familiar with the needs of each child as delineated by the child's previous teachers, guidance personnel, or his parents. The community worker utilized the time to familiarize herself with the children's needs and problems as well as with the map of the community, locations of children's homes (so that she could visit in the same area on the same afternoon or evening). and referral resources.

A portion of one in-service day the staff met with the curriculum director and "writer" of the project. He discussed the evaluative procedures and emphasized the need of precise data. He also discussed with the staff members the financial aspects of the project.

During the total in-service sessions prior to the beginning of the project the following topics were discussed:

Disadvantaged children: their attitudes, needs, and characteristics.
Parents of disadvantaged children: their values, goals and attitudes.
Meeting the needs of the disadvantaged.
Helping the disadvantaged bridge the gap between home and school.
How to assist a child in gaining a positive self-image.
The importance of self-concept: its affect on learning and retaining.
Behavior modification: What is it? How can it help the disadvantaged?
Techniques for gaining trust.
Applying education to the life of the five to ten year old.
Practical aspects of language arts development, of mathematics improvement (the how to's).
Enriching experiences and how they help to meet specific goals with the selection of enrichment activities following.
Climate for learning, how children learn, how handicaps affect a child.
Approaches to learning, auditory, kinesthetic, and visual.

MOUNT VERNON

Mount Vernon School District #6 used the following 1 1/2 day in-service in preparation for a 7 day special summer outdoor education program for the disadvantaged child. A reading consultant, provided training in regard to programmed reading. A specialist provided orientation to operant conditioning. Educational philosophies were discussed. Teacher-teacher aide activities were designed to orient the aide toward the educational objectives of the program through discussions. Teacher aide responsibilities were also introduced.

MYRTLE POINT

Myrtle Point School District #41 used the following approach to its in-service: The first meeting of teachers and aides was used to get acquainted with each other and to point out the purposes of Title I ESEA as well as other federal programs. The second phase of the meeting reviewed findings and reports from previous programs and the third phase was an introduction to new materials to be used in the proposed program. The second meeting devoted a period of time to discussion of ethics and roles that the aide should play. Problems and benefits of aides were discussed from experiences encountered by schools which had used aides. From previous experience in our own system, we found that aides should be "in on and aware" of the planning of activities, materials and goals, etc., in order that all persons involved would be working as a team. This involvement also clarified the duties of the teacher and the aide.

The district feels that a useful practice is to have the aide visit the teacher's regular classroom during the regular school term. After several visitations, the aide becomes an active participant and thus is somewhat familiar with the teacher as well as gaining the experience of working with students. When the regular school session ended and the summer session was about to begin, the teachers and aides worked together in setting up the classroom and preparing materials to be used for the summer program.

Staff preparation meetings involved both teachers and aides. At these meetings ideas were shared concerning how best to utilize staff and materials. After each morning and afternoon session, the teacher and aide would review the class activity for the day. One evening a week, the entire staff met to discuss programs and findings. At the conclusion of the project a long session evaluating the materials used, the utilization of aides and recommendations for the next year's project were formulated. In summary, aides should be selected very carefully and should be involved in all program planning and evaluation.

PORTLAND

Portland School District #1 developed the following in-service: In-service activities, sponsored through Title I, were conducted throughout the school year. Elementary Area II (Model Schools) was the center for the majority of the sessions. A four-week planning period, held during the summer of 1968, developed tentative guidelines for the training sessions.

The planning committee was composed of one teacher, three aides, one principal, and the coordinator of teacher aides. Portions of the in-service programs are developed for coordinated teacher-teacher aide involvement while other phases were for initial aide instruction.

In-service programs were written in terms of behavioral objectives. Included in the training sessions were the following: 1) basic teacher aide skills, such as classroom management and student-teacher relationships, 2) interpersonal relations, 3) audio-visual skills, 4) resource center skills, 5) techniques in academic skill areas, such as, reading, math, spelling, story telling, and manuscript writing, and 6) Black History, what was attended by all Area II teachers and a significant number of aides, parochial school personnel and parent advisory members.

In addition to Title I, the Portland School District conducted a locally financed in-service program covering a broad spectrum of areas. These courses were open to both the professional and non-professional staff members.

Further in-service training also takes place under the auspices of other federally financed sources such as, EPDA, Headstart and Follow Through.

SCHEDULE FOR IN-SERVICE AND PRESERVICE TRAINING

AREA II

The committee prepared plans for the training of teacher aides under the following schedule:

Preservice Training Workshop

All newly employed teacher aides should attend. The workshop is planned for two weeks prior to the opening of school each year. The training will prepare aides to give simple, worthwhile service to the school.

Level I In-Service Class

All newly employed teacher aides and others designated by the principal should attend. The class is planned for two afternoons each week, 3:00 to 4:30 p.m., from September until Christmas each year. The class will prepare aides to handle all Level I duties.

Level II In-Service Class

All newly employed teacher aides and all others designated by the principal to be at Level I should attend. The class is planned for one afternoon each week from January until June each year. The class will prepare aides to handle all Level II duties. Completing of this training should be required before advancing from Level I to Level II.

Level III In-Service Class

During the first year all teacher aides designated Level II and Level III should attend except those at Level III attending college classes for certification who may be excused by their principal. In subsequent years the class should be attended by Level II aides. The class is planned for one afternoon each week, 3:00 to 4:30, throughout each year. The class will prepare aides to handle all duties that may be assigned to them. Completing of this training should be required before advancing from Level II to Level III.

Principals will need to determine the level of all present aides before the opening of school in the fall.

PRESERVICE

Philosophy of Education

Position of Teacher Aides I

Position of Teacher Aides II

District I Organization

Area II Organization and Program

School Policies Regarding Health and Accidents

Routine Business

Reading to Children

Writing Manuscript

Using Listening Center, Tape Recorder and Record Player

Dealing with Behavior

Interpersonal Relations I

Interpersonal Relations II

LEVEL I

Monitoring Students

Classroom Environment

Printed Material

Clerical Tasks

Operating Machines

Supplies and Materials

Science Supplies

Assisting the Substitute

Basic Skills in Instruction

LEVEL II

Maintaining Efficient Room Environment I

Maintaining Efficient Room Environment II

Clerical Duties I

Clerical Duties II

Clerical Duties III

Using Educational Games and Devices

Researching for Instructional Materials

Preparing Instructional Materials

Operating Machines I

Operating Machines II

"Carrying on" for a Teacher

LEVEL III

Administering Tests

Storytelling

Observing Students in The School Situation

Making Instructional Tapes

Positive Ways to Deal with Behavior

Responsibility For Class in Emergency Situations

Spelling

Writing

Mathematics

Reading Using The Teacher's Manual

Reading Using Printed Material Other Than Textbooks

Reading Using Commercial Materials

Reading Using Audio Visual Materials

Human Relations Training

LINCOLN COUNTY

Lincoln County School District has developed an ongoing in-service as explained in the following narrative:

IN-SERVICE ACTIVITIES

Title I, ESEA FY 1968-69

Teacher Aides - School Year

In line with our design to develop a comprehensive training program for our teacher aides in Lincoln County School District, nine hours of college credit training were provided for all Title I teacher aides. Formal course work included a three hour course in Introduction to Psychology, a three hour course entitled Working With Disadvantaged Children and Youth, and three hours credit granted for on-the-job training, which was supervised through the Department of Teacher Education, University of Oregon. The Introduction to Psychology course was provided to teacher aides as a base course to aid them in the understanding of child behavior. The course entitled Working With Disadvantaged Children and Youth was offered in-tandem to aides and teachers. In these sessions, programs were oriented to discerning how the teacher aide and teacher would cooperate in planning and providing educational experiences for educationally deprived children. The on-the-job training portion of the program included supervision by the Title I Director in the school district and was supplemented by consultants from University of Oregon.

Teachers - School Year

As previously mentioned teachers were engaged in an in-tandem course with aides regarding teaching the educationally deprived children. In addition, a second three hour course was offered entitled Behavioral Problems in the Classroom. Both of these in-service courses were designed to assist the teacher and teacher aide to function more effectively with behavioral problems in the classroom that interfered with learning.

Summer School - In-service Activities

During the summer months, the six schools throughout the district were engaged in a series of two week work sessions wherein teachers, teacher aides, and students were engaged in a half day summer school project and then the teachers and the teacher aides spent the remaining half day in workshop sessions attempting to diagnose learning problems and plan strategies for working more effectively with the educationally deprived child. Consultants from Oregon College of Education, Oregon State University, and University of Oregon were employed to assist in this project. The unique benefit of this course for action was that teachers and teacher aides had adequate time together to diagnose and plan activities with individual students. In almost all cases, ratios of teachers to students was one teacher and one teacher aide for six students involved in the project.

Comment in Evaluation of In-service

Past experience has indicated that perhaps one of the most effective ways of affecting change in schools is to provide adequate time and resource personnel to assist the teacher in her teaching role. Perhaps the most significant aspect of this project was the opportunity to provide the teacher and teacher aides with certain inputs during the school year to enable them to gain concepts and apply them while on the job. The second most important aspect was to provide summer training experiences wherein the class load was extremely small and giving the teacher and teacher aide time to plan strategies for working more effectively with these youngsters. The third aspect is the benefit of the carry-over of skills, diagnoses, and strategy planning into the regular school year.

FOREST GROVE

Forest Grove School District #15 developed a comprehensive in-service in an attempt to cover major areas of concern.

The summer school in-service program included the staff members and teacher aides. All ~~teachers~~ and teacher aides worked together and in cooperation on all phases of the in-service with two exceptions. The District was operating a teacher aide program under E.P.D.A. for the teacher aides to be employed by the District during the regular school year at the same time the summer school in-service was being conducted. It should be understood that the teacher aides employed by the District for the regular school year and the teacher aides employed for the summer school were two different groups. On two occasions during the in-service program the two groups of teacher aides met together concerning audio-visual aids, these were the exceptions mentioned earlier.

The in-service program for the summer school was in two parts. The first part was the preservice in which all teachers and aides met together for a two week period prior to the opening of summer school. The second part of the in-service was carried on during the summer school two afternoons per week for the six week period.
The summer school in-service program was divided into six sessions. Consultants were secured and worked with the teachers and teacher aides in five of the six sessions.

Part I

Audio-visual Aids

A consultant from Oregon College of Education, and the Forest Grove School District Coordinator for Audio-visual Services made presentations on the theory and utilization of audio-visual media as a direct aide to teaching educationally disadvantaged pupils.

The district coordinator presented a two day workshop on demonstrations and practical work using various audio-visual equipment and materials available to the staff. Each teacher and teacher aide was trained in understanding the operation of all types of equipment, the use of the equipment in the classroom, and how it could be most effectively used.

Part II

Language and Communication Arts

The primary objective of the summer school was to raise the educational level for pupils in the art of communication. The consultants covered all phases of communication skills.

Part III

Nongraded

The summer school was operated as an ungraded program. The consultant secured to aid the teachers in establishing and organizing a nongraded program also developed a preservice and an ongoing in-service in connection with the summer school.

Part IV

Disadvantaged Pupil Characteristics

A consultant was employed to work with teachers and aides in the preservice and in-service in an effort to help them understand the educationally disadvantaged student. Of particular value was his personal experience in working with students from an area with a high concentration of educationally disadvantaged children.

Part V

Health Education

In cooperation with the County Health Department and the School of Optometry at Pacific University, we were able to screen all students for possible physical defects in seeing, hearing, and oral hygiene. These services were conducted during the summer school program, but the County Health Department and the School of Optometry met with the teachers during the in-service to present their program.

Part VI

Planning for the Program, Field Trips, and Evaluation

Since many innovations used were different than normal classroom procedures, considerable preparation and planning was necessary. The grouping of students for non-graded purposes, the selection of materials and planning for each field trip for each group of students was studied and formalized. Testing necessary for evaluation was prepared and methods of reporting were discussed.

BAKER

Baker School District #5J conducted a Title I In-service during April and May with two six hour sessions. The first session was conducted by a specialist who served as a reading consultant for the group. She discussed:

1. Changing attitudes of the educationally deprived.
2. Developing self esteem.
3. Developing confidence in reading.
4. Methods of teaching the educationally deprived.
5. Responsibility of teacher and teacher aide in reading improvement.
6. Relationship of teacher to teacher aide.
7. Relationship of teacher aide to student.
8. Professional books and materials available on the educationally deprived.

The Second Session conducted by the director, covered the following subjects:

1. Description of the Title I Program.
2. Definition of educationally deprived children.
3. Purpose of the Title I, ESEA program.
4. Objective of the program.
5. Responsibilities of the teacher and the teacher aide.
6. The testing program.
7. Responsibility for keeping program records.
8. Evaluation procedures.
9. Review of past programs.
10. Materials, supplies, and equipment available.
11. Demonstration on the use of video tape.

NORTH PLAINS

North Plains School District #70 used the following approach to meet the requirements of teacher-teacher aide in-service:

OUTLINE Period I - For Aides

Topics for Discussion	Methods of Presentation
I. "Here Is a Living, Complex, Special Type of Living Organism that We Are Responsible for Educating" A. He Speaks, Reads, Remembers, Reacts, Competes, etc. B. He Strives to Be Constant C. He Seeks Stimulation D. He Is Positively Oriented	Slides, Mimeo and Discussion
II. Child Is Flexible	Discussion
III. Child Is Intelligent	Discussion
IV. Child Is An Individual	Discussion
V. Child Is An Social Being	Discussion
VI. Child Has Certain Drives A. Organic B. Activity C. Sensory & Emotional	Case Studies

VII. Maturation and Its Effect on Teaching, Discussion, and Learning

- A. Home
- B. Teacher & School
- C. Peers

OUTLINE Period II - For Aides

I. Introduction "You may have the task that these Aides have"	Slides showing aides
II. Office Supplies 1. Types and Sizes of Paper (Uses) 2. Types and Sizes of Pencils (Uses) 3. Miscellaneous Office Equipment and Supplies 4. Types of Reproduction Machines 5. Making Transparencies	Display, Discussion and Demonstration

III. Classroom Supplies: Uses and Preparation Demonstration and Discussion

1. Maps
2. Charts and Racks
3. Types of Staplers and Punches
4. Types of Markers
5. Care and Adjustment of Equipment, Chalk Boards, Desks, Tables, Etc.
6. Subject Matter Materials Math, Art, P.E., Etc.

IV. Examinations, Quiz, or Review — Demonstration and Discussion

OUTLINE Period III - For Aides

I. Introduction — Demonstration and Discussion

1. Importance of AV Equipment in Education
2. Effective Use of Equipment
3. Importance of Maintenance & Proper Use

II. Demonstration of Equipment — Actual or on Video Tape

1. Film Projectors
2. F.S. and Slide Projectors
3. Tape Recorders
4. Overhead Projector
5. Opaque Projector
6. Controlled Reader
7. Hoffman
8. Aud-X
9. Peabody
10. Language Master
11. SRA
12. Cyclo-Teacher
13. Video Tape Recorder

III. Practical Exercise with Equipment Aides Will Use — All types of Equipment

OUTLINE Period IV - For Teachers & Aides

I. Introduction	Video Tape of Doctor Parnell
II. Some Philosophy on Aide Use A. Potential in a Community 1. A New Resource 2. A Communication Link 3. Parents Desire to Become Aides B. Individual Attention C. Shortage of Teachers D. Tax Rebellion E. ESEA Act of 1965 - Title I	Discussion, Video Tape, Films, and Slides
III. Governing Factors A. Rules of Board of Education B. Legal Responsibility C. Selection D. Salaries E. Teacher Responsibility	Discussion
IV. Possible Use of Aides A. American School System B. The Effect on Education C. List Jobs for Aides D. Training of Aides	Audio Visual Materials and Discussion

ROSEBURG

Roseburg School District #4 developed a teacher-teacher aide in-service program for the FY 1969 consisting of two parts:

I. Each week during the school year all teachers and non-certified assistant teachers met with the supervisor for a two and one-half hour seminar. During these meetings concentration was given to the following areas:

a) The role and responsibilities of each staff member.
b) The need for and successful ways of communicating with other staff members and parents.
c) Effective methods of implementing team teaching.
d) Correct use of instructional equipment and materials.
e) Techniques for motivating children and fostering positive attitudes.

II. During the week of July 21-25, an intensive thirty hour workshop was held in Roseburg for the total Title I staff (teacher, aides, and supervisor) conducted by a consultant from the University of Oregon. The purpose of this workshop was to instruct the staff in the use of Engelmann materials and techniques, a program based on the theory that children can be taught the communication skills needed for academic success regardless of previous educational deprivation.

In order to become proficient in the use of Engelmann techniques, the staff engaged in actual practice sessions with children from a local kindergarten.

Aides and teachers were instructed together in both the rationale of the program and correct teaching procedures. With this background all team members were made ready to implement the program with provision for flexible staff utilization according to individual pupil or group needs.

AMITY

Amity School District #4J used the following approach to meeting the in-service requirements.

In September, 1969 the teachers and aides met together for a discussion of the purpose and function of the 1968-69 Title I project. At this time, the duties and responsibilities of both teachers and aides were discussed. The aides and teachers assembled in small groups and evaluated the program for the 1967-68 year and made their plans for a cooperative effort for the 1968-69 year.

At mid-year, a consultant spent three days in the district doing in-service programs in the classrooms with the teachers and aides. The purpose of the in-service was to individualize the programs in order to better serve the disadvantaged child.

The consultant demonstrated teaching at all levels in the elementary school. At the high school level she discussed the problems with the individual faculty members.

In the spring of the year a consultant provided the staff with a stimulating talk on how to prepare the disadvantaged child for the future.

CENTRAL POINT

Central Point School District #6 used the following approach to meet their in-service requirement:
The purpose of this in-service, conducted five days prior to regular district in-service, was to instruct the Title I teachers and aides in new principles and techniques for dealing with learning disabilities. Basically the change in technique was to go into the classroom during regular class

periods to give "in class" help to the child at the time he needs it. To insure that each child makes the maximum progress he is capable of, instruction was given in the use of instructional objectives and the use of graphs for precision recording of the students progress. Coordinated teacher-teacher aide instruction was given in the area of record-keeping and precision recording. This training included facility in the use of the slide-rule and six-cycle logarithmic graph paper. Other data collection systems to support the progress record were devised. Periodic in-service meetings to reinforce and improve the in-classroom techniques were held throughout the school year.

PRIMARY SUMMER SCHOOL 1969

The purpose of this in-service was to prepare regular classroom teachers for precision teaching in their classrooms. The main elements of this preparation were instructional objectives, precision recording and contingency management.

Coordinated teacher-teacher aide instruction was given in the area of precision recording and contingency. The latter because the aides, in addition to assisting in record-keeping, would act as in-class aides and would monitor certain activities in the presence of the teacher.

Continued in-service was carried out throughout the summer school session to improve techniques in working with children.

PRESCHOOL SUMMER SCHOOL 1969

The purpose of this in-service was to prepare the teachers to conduct a structured learning experience for pre-first grade children. Emphasis of this in-service was on intensive language development. To develop this program, precise daily lesson plans had to be produced and presentation methods practiced. The latter was accomplished by modeling and role-playing. Teacher-aides participated in all in-service sessions because it was necessary for everyone to be consistent in the procedures used in the language development of the children.

EUGENE

Eugene School district's in-service consisted of the following:

I. During the first fourteen days of the in-service five professional staff members worked on a revised curriculum guide to be used during the 1968-69 school year in the Title I Perceptual Development program.

II. The second portion of the in-service consisted of five days joint meetings of the professional staff and the teacher aides. Two of the local principals met with the group for one morning.

Items discussed in this in-service included:

- a) Basic school law and State Department Regulations.
  - a. Qualifications of aides
  - b. Responsibilities and liabilities of teachers and aides
- b) Local School Board Policies in relation to aides.
- c) Individual building rules and regulations.
- d) "Suggested Guide for Teacher Aides" (copy enclosed).
- e) Specific working relations between each teacher and her assigned aide.
- f) Question and answer period.

Some time was set aside, during the period of in-service for each teacher and her assigned aide, to do specific planning in their individual rooms in regard to ordering, arranging and storing supplies; bulletin boards; physical layout of rooms; handling of children; cooperative lesson plans; etc. Teachers and aides alike reported this time very valuable in promoting a good working relationship.

Suggested Guide For Teacher Aides

The following list was compiled after careful consideration of problems confronting teacher aides. This guide is focused on problems encountered most frequently in the classroom. It also suggests concrete ways in which an aide can assist the teacher.

1. Learn students' names as soon as possible.
2. Assist with attendance procedures.
3. Assist with physical set-up of room.
4. Keep record of textbooks.
5. Assist with distribution of supplies at the beginning of class.
6. Collect daily assignments and supplies at the end of the period. Check class papers for completeness.
7. Assist with slow learners - individually or in small groups.
8. Alert teacher to any unusual behavior on the part of students.
9. Be a good listener, but don't offer advice if the student indicates a problem. Tell him where to find assistance - teacher, principal, etc.
10. Review each day's assignments with the instructor. If necessary, take a few minutes away from the class to familiarize yourself with the assignment.
11. Remind students when necessary about school rules, but don't try to reprimand, discipline or use punitive measures.
12. Assist with campus supervision before school and between class periods with assistance of teachers.
13. Take an active interest in the students with whom you work. Find out all you can about them. Read information in students' folders.
14. Don't discuss your personal business (age, etc.) with the students. Don't ask them questions that are probing or would offend.
15. Be professional but friendly towards all students. Don't project any biases or prejudices on the students. (Example: "I don't smoke, - so you shouldn't smoke.")

16. As you work with students, try to keep the following questions in mind:

    a. How does this student see himself?
    b. How does the school see this student?
    c. What is this student working on, - or what is he up against?
    d. What is the school doing to help this student?
17. Assist student during the class period by helping him solve any difficult problems. Don't do for a student what he can do for himself.
18. If a student appears bored, alert the teacher. Meanwhile, try to find something constructive that will interest him.
19. Be well groomed at all times.
20. REMEMBER, school problems are not to be discussed at any time outside of the immediate school setting. If you have any personal concerns about your responsibilities or assignment, feel free to discuss these problems with the teacher in charge.

Things a Teacher's Aide Might Do

1. Bulletin boards
2. Pass the crackers!
3. Listen to children read
4. Listen to children
5. Gather science, art, reading, and P.E. materials
6. Supervise art projects and clean up
7. Prepare ditto masters
8. Prepare mimeograph materials
9. Take children on errands
10. Pass out materials
11. Make manipulative materials
12. Take small groups for physical activities
13. Give assistance with independent work
14. Keep records
15. File materials
16. Have children go with aide to run errands around the school
17. Set up films
18. Set up students' folders
19. Phonics games, reading games with groups
20. Manipulative aids with group
21. Getting records
22. Putting sets of dittoes together
23. Display tables
24. Vacuum rugs
25. Putting snap beads in basket
26. Erase chalkboard
27. Return used items to storage area
28. Sharpen pencils

9. COMMUNITY AND PARENT INVOLVEMENT

The Oregon Board of Education has long encouraged LEAs to involve the parents and community actively in the planning and operation of public schools in the educational program of their communities. Title I has further encouraged the participation of the community as a whole to become more involved in development of programs to meet the instructional and noninstructional needs of the educationally deprived child.

Most of the programs submitted to the Title I staff for approval were a result of cooperative planning on the part of school personnel and the parents of the community.

Twenty-one of the 36 counties in Oregon have CAP agencies. In these counties all of the LEAs are required to plan and review their Title I program proposals with the CAP agency. This also was a contributing factor in LEAs becoming involved with the community in the planning of ESEA programs.

Included in the Guidelines and Instructions for Title I, ESEA is the recommendation that the Title I program should include appropriate activities or services in which parents will be involved:

> "The applicant should demonstrate that adequate provision has been made in the Title I program for the participation of and special services for the parents of children involved in the programs. The employment of parents in the Title I projects is but one way to implement this provision. The primary goal of such activities and services should be to build the capabilities of the parents to work with the school in a way which supports their children's well being, growth, and development."

Following the receipt of ESEA, Title I Program Guides 46 and 46A in July, 1968, the Oregon Board of Education forwarded a cover letter and copies of Program Guides 46 and 46A to each LEA requiring compliance with the regulations.

LEAs developing Title I programs formed lay advisory committees as suggested. Several LEAs formed committees based on the criteria established in ESEA Title I Program Guide 46. The majority of LEAs, however, developed committees as suggested in the subsequent guide #46A:

> (a) utilization of existing committees or groups with adequate community and parent representation; (b) modification of existing organizations to provide for such representation; or (c) arrangement of public meetings in which interested community and parent representatives may take part in project development.

The following story as submitted by an LEA is used as an example to illustrate community and parent involvement in planning ESEA Title I Programs.

Community Involvement in Title I Project Planning

Morrow County School District R-1
Lexington, Oregon

Introduction

In the space of a few paragraphs, we would like to explain how we have modified an existing lay committee to assist the professional staff in planning our Title I project. We began using this committee for this purpose, on a limited basis, in January of 1968. In the fall of 1968, the Elementary and Secondary Curriculum Committees combined to become a full-fledged committee to assist in the planning of compensatory education for disadvantaged children in Morrow County.

Background Information on District R-1

The boundaries of Morrow County and School District R-1 are the same. The district contains more than two thousand square miles but has a population of less than five thousand people. It is more than eighty road miles from one corner of the district to the other. There are five communities in the district; Heppner, Lexington, Ione, Boardman, and Irrigon.

Morrow County School District R-1 has a student population of eleven hundred pupils. There are eighty-five certificated staff members. There are three high schools (Heppner, Ione, and Riverside) and three elementary schools, (Heppner, Ione, and A. C. Houghton) in the district. The administrative staff consists of a superintendent and five principals. One of the principals serves as Director of Special Education. This person is the coordinator of Title I programs. The school board consists of seven members elected from all areas of the county. In addition to the school board, each of the three attendance areas is represented by an advisory committee. These committees have no legal authority, but serve as liaison people between the local communities and the district school board.

The Committee

For some time we have felt the need for more community involvement in the planning and evaluation of Title I programs. As we began to look for a group of citizens to assist in this planning, it became apparent to us that we had two standing committees in the district which would serve very well. For some time there had been an Elementary Curriculum Committee and a Secondary Curriculum Committee in the district. The purpose of the committees had been to recommend curriculum improvements to the school board. The committees had met infrequently and irregularly, but the members had shown an interest in good education for children by their attendance at meetings whenever they were held. Thus, it seemed natural to use these people to assist in planning our compensatory education programs.

Use of the Committee

Before the committee holds any meetings, a letter is sent to each member announcing the meeting and explaining its purpose. We also include a list of guidelines for Title I projects. This is an extremely important part of this first letter. Without this information to guide them, the members think of programs that do not fit the intentions of Title I. Following are the general guidelines which we included with our letter last fall. Although this list may not be complete, it helps the committee members to start thinking.
Title I projects are:

1. Intended to meet the needs of students in areas with concentrations of low-income families.

2. Intended to meet the needs of educationally deprived children.

3. Intended to raise the level of education of individuals, not to enrich the school curriculum.

4. Intended to supplement and complement, but not supplant current programs.

5. Intended to be used to meet high priority needs for a limited number of children which cannot be met through the regular school program.

6. Intended to be used at any time during the year, summer session, or during the regular school year.

7. Intended to involve the parents of the participating students.

8. Limited as to the percentage of the money that can be expended for equipment.

In this first letter, we encourage each committee member to discuss any ideas which he has with his neighbors or other interested parties. By the time we have our first meeting, possible programs have been discussed by lay people, advisory committee members, and administrators. This process saves us a great deal of time at our meetings, as people have shared ideas and increased their understanding of Title I prior to the meeting date.

Our first meeting was held in October of 1968. The committee consisted of eighteen lay people, six board members, and two principals. We discussed some of the general needs of the district and more specifically the needs of the educationally disadvantaged students in our district. The meeting lasted a total of three hours. Out of that meeting came a general plan to meet the most pressing needs of the disadvantaged students in Morrow County. The committee felt that we needed to concentrate on a limited number of students in the area of language arts. The committee asked the Title I Coordinator to refine its ideas and translate them into a workable program. The result of this was our current project. We have operated a reading improvement program for students in grades 7-9 during second semester of the current school year. The majority of our project money, however, will be used in a summer program for students in grades 1-6. We will be using new methods and materials which have not been used before by the students. We plan to have an outstanding program for students who, generally speaking, have found school to be uninteresting. The key word for our summer program is "success." Every student will be given several chances to succeed at worthwhile projects everyday. We are going to put forth every effort to break the "failure syndrome" in which underachievers often find themselves hopelessly entangled.

Evaluation

We feel that the use of a committee to help plan Title I has helped us in a number of ways:

1. People outside of the school bring in new insights that we fail to see from inside the school community.

2. People outside of the school realize more fully the complexity of school programs.

3. People outside of the school understand better the limitations, extent, and intent of PL89-10.

4. Last, but not least, people will support something which they helped create.

We highly recommend this type of community involvement in project planning. We plan to reconvene this committee early in the fall of 1969 for the purpose of evaluating this year's project. We will use this committee even more extensively as we plan for next year's compensatory education programs.

Philosophy

We do not feel that this presentation would be complete without a word or two on our philosophy of compensatory education in Morrow County.

Through all of our planning, especially as we become more and more sophisticated in program planning, let's remember that our primary goal is still to help children. We always give lip service to this credo but does it pervade our inner-most feelings to the point that it is always uppermost in our minds? Good planning is vital, but the central purpose for good planning has to be better programs for children and not to satisfy the ego of innovators. As someone has said, "Let us be careful that we don't do better and better something that shouldn't be done at all."

Our children are our most valuable resource and we firmly believe in the biblical concept that the least of these children is worth more than all the world. To help them become productive citizens and fulfilled people is a big but important task. We hear a great deal about "productive citizens" but we often fail to realize the importance of creating people who are capable of living an intrinsically meaningful life, people who know the joy of a rich, personal relationship with others and a satisfying self-concept. It seems to us that this ought to be a primary goal of Title I. These children need to be led to a point where they see real meaning in life. That "meaning" cannot be tied to the values of one culture but to the greater concept of "humanness." We are reminded of the college student who was "trying to find himself." He got a haircut and there he was. We say this in jest, but today's young people are looking for reality in what seems to them to be an unreal world. Properly used, Title I funds can help meet this need.

In conclusion, we would like to quote a brief statement from the philosophy of Blaise Pascal who died over three hundred years ago. Read it carefully and thoughtfully in order to gain its full significance.

> "Man is but a reed, the feeblest thing in nature, but he is a thinking reed. The entire universe need not arm itself to destroy him, but were the universe to crush him, man would still be more noble that that which slays him, because he knows that he dies and of the advantage which the universe has over him: of its victory the universe knows nothing."

Every child has intrinsic worth whether he be rich or poor, colored or white, well-adjusted or not, academically oriented or not, productive or not. It is because we sincerely believe this, that we are in this business.

SUMMARY OF SELECTED DATA

Selected Data Pertaining to P.L. 89-10, Title I
Expenditures for FY 1969*

County	Total No.of LEA's	Total No. LEA's Eligible	Total No. LEA's Participating	Maximum Grant	Amount expended in approved projects	No. of Children Participating	Average Expenditure Per Child Total Funds
Baker	4	4	3	55,020	55,020	288	191
Benton	12	12	8	60,180	49,629	282	176
Clackamas	34	34	26	372,526	366,034	1,764	208
Clatsop	6	6	4	87,505	83,310	706	118
Columbia	9	9	8	90,347	85,141	367	232
Coos	6	6	6	168,983	168,532	732	230
Crook	1	1	1	46,018	46,018	160	288
Curry	8	8	5	34,159	33,961	396	86
Deschutes	4	4	3	109,850	109,850	404	272
Douglas	16	15	13	231,473	227,803	1,338	170
Gilliam	3	3	1	3,252	3,252	12	271
Grant	9	7	5	16,966	13,853	96	144
Harney	16	16	16	23,903	23,903	139	172
Hood River	1	1	1	34,310	34,310	240	143
Jackson	10	10	8	295,087	262,432	1,110	236
Jefferson	4	2	2	31,770	31,498	228	138
Josephine	2	2	2	112,850	112,850	438	258
Klamath	3	3	3	175,282	169,247	1,398	121
Lake	9	8	8	28,858	24,128	222	109
Lane	16	16	15	473,296	431,987	1,870	231
Lincoln	1	1	1	104,069	104,069	235	443
Linn	36	35	23	167,377	153,514	1,068	144
Malheur	16	9	9	164,372	158,851	730	218
Marion	37	37	35	735,069	611,614	3,019	203
Morrow	1	1	1	13,005	8,310	48	173
Multnomah	14	14	12	1,896,915	1,891,655	10,964	173
Polk	6	5	4	105,256	105,054	395	266
Sherman	6	6	0	-0-	-0-	-0-	-0-
Tillamook	7	7	7	55,774	52,568	262	201
Umatilla	16	16	13	154,555	142,617	559	255
Union	6	6	5	49,185	37,445	321	117
Wallowa	6	4	2	12,356	12,356	100	124
Wasco	9	9	4	57,181	49,028	418	117
Washington	19	18	13	236,405	207,444	1,363	152
Wheeler	3	3	1	3,090	3,090	14	221
Yamhill	9	9	9	204,033	186,969	808	231
Totals	365	347	277	6,410,277	6,057,342	32,494	186

*These figures are totals obtained from regular and summer school programs.

GRADE LEVELS OF STUDENTS
PARTICIPATING IN TITLE I, ESEA
FY 1969

Grade Levels	Regular School Term		Summer School Term	
	Number Enrolled In Public Schools	Number Enrolled In Private Schools	Number Enrolled In Public Schools	Number Enrolled In Private Schools
Prekindergarten	78	0	29	0
Kindergarten	890	0	527	3
Grade 1	2211	154	930	17
Grade 2	2415	184	1170	42
Grade 3	2321	187	1081	40
Grade 4	2087	169	946	46
Grade 5	2001	186	851	38
Grade 6	1971	189	951	74
Grade 7	1883	104	577	46
Grade 8	1631	92	395	9
Grade 9	1662	83	355	18
Grade 10	1229	36	239	6
Grade 11	858	30	202	9
Grade 12	745	31	168	6
TOTALS	21,982	1,445	8,421	354

NUMBER AND CLASSIFICATION OF PERSONNEL IN OREGON SCHOOLS
EMPLOYED WITH TITLE I FUNDS
FY 1969

Type Of Personnel	Educationally Deprived Children P.L. 89-10, Title I			
	Regular School Term		Summer School Term	
	Total	FTE*	Total	FTE*
Teaching-Prekindergarten	2	1.3	2	1.3
Teaching-Kindergarten	12	9.9	33	33.0
Teaching-Elementary	319	216.3	541	472.8
Teaching-Secondary	147	78.7	78	70.8
Teaching-Handicapped children	14	10.0	6	5.6
Teacher Aide	453	369.7	238	209.6
Librarian	21	12.6	13	12.0
Librarian Aide	54	49.2	23	18.5
Supervision	26	13.4	33	25.5
Direction and Management (Admin.)	27	13.3	37	27.6
Counseling	35	23.9	10	7.3
Psychologist	13	2.8	3	1.1
Testing	10	5.9	5	5.0
Social Work	20	11.8	11	9.2
Attendance	3	1.0	3	1.8
Nurse	17	9.7	7	4.3
Physician**				
Dentist**				
Dental Hygienist**				
Clerical	71	39.3	65	47.9
Other				
Student Aide	23	2.4	182	102.5
Tutor	4	1.0	0	0
Community Agent	9	8.5	0	0
Consultant	2	.3	2	1.3
Research Specialist	1	1.0	0	0
Graphic Artist	3	2.6	0	0
Video Technician	3	2.4	2	2.0
Cook	2	1.1	3	3.0
Custodian	4	.9	8	3.4
Bus Driver	4	4.0	26	24.3
TOTALS	1,229	893.0	1,331	1,089.8

*Full-time equivalencies
**Contracted Services

SUMMARY OF INSTRUCTIONAL AREA ACTIVITIES UNDER TITLE I, ESEA
IN LOCAL SCHOOL DISTRICTS, 19968-69

	No. of School Districts Engaged In Activities		Number of Children Participating										Funds Budgeted Per Activity		
			Public				Nonpublic				Total				
			1-6		7-12		1-6		7-12						
INSTRUCTIONAL ACTIVITIES	Dur.	SS	Dur.	SS	Dur.	SS	Dur.	SS	Dur.	SS	Dur.	SS	Dur.	SS	Total
1. Art	14	17	381	1945	254	339	15	102	35	53	685	2439	$ 27,976	$ 29,232	$ 57,208
2. Business Education	2	17	---	---	40	---	---	----	---	---	40	---	689	0	689
3. Cultural Enrichment	53	32	5144	2845	1911	867	249	146	88	39	7392	3897	236,122	74,571	310,693
4. English - Reading	178	77	11,684	5241	6300	1082	685	335	260	158	18,929	6816	2,269,823	394,624	2,664,447
5. English - Speech	27	12	3688	1641	1275	125	98	55	35	4	5096	1825	127,509	17,737	145,246
6. English - Other Language Arts	48	20	1680	1083	1299	197	54	61	20	4	3053	1345	265,342	23,150	288,492
7. English - 2nd Language	8	3	154	88	42	36	---	----	---	---	196	124	20,717	8,975	29,692
8. Foreign Language	0	--	---	---	---	---	---	----	---	---	---	---	0	0	0
9. Home Economics	3	--	---	---	125	---	---	----	---	---	125	---	9,489	0	9,489
10. Industrial Arts	7	4	40	60	327	137	5	4	21	17	393	218	18,572	4,907	23,479
11. Mathematics	34	34	3828	2606	1369	479	27	2225	37	17	5261	3217	191,072	60,622	251,694
12. Music	9	13	293	1665	174	164	---	552	15	26	482	2007	25,726	14,387	40,113
13. Phys. Ed./Recreation	14	25	555	2332	767	624	20	141	9	31	1351	3128	38,568	48,164	86,832
14. Natural Science	17	13	3131	1739	807	36	---	992	6	25	3944	2224	87,728	32,132	119,860
15. Social Science	18	7	3062	472	1967	69	---	331	6	4	5035	576	133,322	6,547	139,869
16. Other Vocational Education	12	6	60	115	309	185	---	2	2	8	371	310	41,573	30,749	72,322
17. Special Activities for Handicapped	7	3	300	50	176	2	9	2	10	---	485	54	77,505	986	78,491
18. Pre-K & Kindergarten	10	11	485	383	---	---	3	----	---	---	488	383	119,907	29,162	149,069
19. *Other Instructional Activities	3	--	2058		428		212	----	52	---	2750	---	43,331		
(Specify) *a. Extended Day	1		2000		400	200		550					23,000		
b. Study Skills	1		58		15	12		----					18,225		
c. Programed Tutorial	1				13			2					2,106		
														Total	$4,511,016

SUMMARY OF SERVICE AREA ACTIVITIES UNDER TTITLE I, ESEA
IN LOCAL SCHOOL DISTRICTS, 1968--69

	No. of School Districts Engaged In Activities		Pre K. & K. Pub. & Priv.		Number of Children Paarticipating										Funds Budgeted Per Activity		
					Public				NoonPublic				Total				
					1-6		7-12		1-6		7-12						
SUPPORTIVE SERVICES	Dur.	SS	Dur.	SS	Dur.	SS	Dur.	SS	Dur.	SS	Dur.	SS	Dur.	SS	Dur.	SS	Total
1. Attendance	9	2	95	80	2858	128	915	28	218	---	75	--	4161	236	$ 97,892	$ 670	$ 98,562
2. Clothing	7	--	---	---	125	---	91	---	8	---	5	--	229	---	1,616	----	1,616
3. Food	27	34	249	263	995	1736	549	606	38	110	35	43	1866	2758	77,837	28,720	106,557
4. Guidance Counseling	41	13	35	90	1796	959	3018	427	173	64	93	6	5115	1546	220,458	10,042	230,500
5. Health - Dental	22	7	49	83	740	203	710	7	55	27	40	--	1549	320	45,371	1,188	46,559
6. Health -Medical	29	10	19	122	1327	579	864	256	103	34	21	4	2334	995	34,408	3,314	37,722
7. Library	31	10	---	47	5305	1694	2606	422	394	107	199	23	8504	2293	180,665	15,427	196,092
8. Psychological	14	1	---	55	495	126	543	---	23	5	6	--	1067	186	38,638	1,200	39,838
9. Social Work	16	4	65	55	1527	726	1527	---	133	59	36	--	3288	840	107,010	3,705	110,715
10. Speech Therapy	8	3	130	80	144	146	31	4	21	5	8	--	334	235	35,233	2,150	37,383
11. Transportation	43	51	242	330	2386	2784	1315	954	139	126	67	47	4149	4241	98,732	40,792	139,524
12. Special Services for Handicapped	2	2	---	---	20	24	25	14	---	---	---	--	45	38	4,567	730	5,297
13. Other Services (Specify)	--	--	---	---	---	---	---	---	---	---	---	--	---	---	----	----	----
																Total	$1,050,365

(Whereupon, at 12 noon, the committee was adjourned subject to call of the Chair.)

OVERSIGHT HEARINGS ON ELEMENTARY AND SECONDARY EDUCATION PROGRAMS

MONDAY, DECEMBER 7, 1970

House of Representatives,
Committee on Education and Labor,
Sitting as a Subcommittee,
Washington, D.C.

The subcommittee met, pursuant to notice, at 9:40 a.m., in room 2175, Rayburn House Office Building, Hon. Carl D. Perkins (chairman of the committee) presiding.

Present: Representatives Perkins, Hawkins, Hathaway, Clay, Bell, and Ruth.

Also present: William F. Gaul, associate general counsel, and Charles W. Radcliffe, minority counsel for education.

The **Chairman**. The committee, sitting as a subcommittee, will come to order. A quorum is present.

Mr. Hathaway, bring your superintendent of schools around. I am delighted to have the opportunity to welcome Dr. Rodney Wells, the superintendent of schools from the State of Maine, especially since one of our most distinguished Members in the Congress happens to be a member of this committee. I mean Congressman Hathaway, who so ably represents your State.

We started some time ago these oversight hearings on H.R. 17681 with the sole purpose in mind of trying to improve the Elementary and Secondary Education Act, specifically title I, in every way possible. We have also conducted surveys from time to time.

One of the greatest complaints that we have before us today appears to be the underfunding of title I programs, the special educational programs.

I am delighted to welcome you here, Dr. Wells. I will ask my colleague, Congressman Hathaway, to make such remarks as he may wish at this time. I understand you have a most worthy program and it speaks well of your educational system.

Congressman Hathaway.

Mr. **Hathaway**. Thank you, Mr. Chairman.

It gives me a great deal of pleasure to welcome to the committee Dr. Wells, who has done an excellent job as superintendent of schools in Portland. I know a little bit more about Portland schools in view of the fact my daughter has been a teacher in the school system of Portland since this last September. She has enjoyed her experience so far very much.

Rodney, we look forward to hearing your comments on how the ESEA has worked out in the schools since you have been there.

STATEMENT OF DR. RODNEY WELLS, SUPERINTENDENT OF PUBLIC SCHOOLS, PORTLAND, MAINE

Dr. WELLS. Fine.

First, I apologize for not having a prepared statement. As the committee may know, I received the call late last week and did not have an opportunity.

The CHAIRMAN. That is correct. We hurriedly decided to conduct some hearings this week. We have been getting some complaints about the underfunding of programs. I thought it would be wise to hold these hearings to get the views of different people throughout the country who are operating the programs.

Go ahead.

Dr. WELLS. Fine. I think to speak to underfunding, it might be helpful for you to have some information basically about the city of Portland. It is the largest city in the State, we have an assessed valuation of $344 million, at 85 percent of true. Our tax rate is about $50. We have the second highest tax rate ever in the State. We have about 14,000 children in the public schools. Of these, about 40 percent live in title I areas.

The percent of children, though, in our poverty areas has nearly doubled over the last year from 27 percent to 50 percent. We have some statistics. I think we indicate that we have some very real problems in the city of Portland.

Of the 70,000 people in the city, over 44,000 are receiving surplus foods. We have over 10,000 on welfare. We have about 3,000 children who are families receiving ADC benefits. To speak specifically to the underfunding, we have received up to this point in time, during the years ESF has been in operation, about a quarter of a million dollars. Our estimates would indicate if we are to do the job effectively and not use a scattergun approach, as is common in most school districts, we would need five times that level of funding.

The CHAIRMAN. You mean you are only receiving presently a quarter of a million dollars, and if you are to do the job effectively you need one and a quarter million dollars?

Dr. WELLS. This would be our estimate, sir. We base this on the fact that there are some needs in our city, just as there are in other cities.

I think when ESEA first started, and up to this point in time, school districts and school superintendents have attempted to fill too many gaps. As a consequence, I think the criticism can be raised we have not been effective as we should have been. We tried to do too much and, as a consequence, have done too little. The programs we have have been effective. There has been some spinoff doing other programs with local moneys. We have established classes for learning disabilities. This has been extremely important.

Our main thrust in the city is to raise reading levels, but unless we can do something for children who have these problems, I question how effective we can be in a total reading program. Because of title I moneys, we have been able to start other classes along this line with local moneys. We started social worker services for the first time with the ESEA funds.

One of our most outstanding programs has been a swimming program for the mentally retarded in the poverty areas. This has given these youngsters a real sense of accomplishment. Perhaps our strongest program has been a breakfast program. You cannot do very much to fill the head until the stomach is taken care of first. We have too many students who have just got to have a breakfast program, some hot and warm food.

We feed about 500 students a breakfast program in our elementary schools. But the problem is more compounded than just having sufficient funds. It is also the timing of funding.

At this point in time we still do not know what funds we will receive for fiscal 1971. As the committee is well aware, last year we received in April what we were going to have for fiscal 1970.

I think when you expect school districts and school superintendents to plan effectively, that some consideration must be given to advance funding of this, perhaps a year or so in advance.

The **Chairman**. The failure to provide advance funding has been a terribly bad mistake on the part of the Congress. I am hoping we can get around to that this year.

Go ahead.

Dr. **Wells**. I think the Congress ought to consider other things, too.

For example, I think the title II program either ought to be dropped or else tied in so that all compensatory funds are in one lump sum so that the school districts can be more effective with it. We receive something around $4,000 in title II money.

For a city our size, the paperwork involved is almost such that we are ready to say to the State, forget it or else give it to us in some other fashion, or give it to some other district. So we do have that type of problem.

We have received word from the State we probably will be receiving some $383,000 of additional title I moneys this year. In meeting with citizens, teachers, and with the school committee, I have indicated we are going to take this money and put it into a certain number of our inner city schools, but we are going to be able to say to the community and school committee that at the end of 3 years we will have raised the reading level of the first quartile—the severely handicapped aside—so they have at least a fourth-grade or four-and-a-half-grade reading level.

If we are going to do this, we are going to have to have more than this $387,000 we are receiving. We can only do it in some of the schools. We are not going to use the scattergun approach any more. We are going to have tight evaluation and objectives.

If the Congress is to consider additional funding for school districts, it also ought to consider tightening the guidelines requiring school districts to meet specific objectives to indicate to the public that we in fact are doing the job. But we simply cannot do it with the amount of money available to us at the present time.

The **Chairman**. Mr. Hathaway.

Mr. **Hathaway**. You mentioned the tax rate in Portland was $50 a thousand, at what valuation? Current market value?

Dr. **Wells**. Yes; it is $49.98 right now.

Mr. **Hathaway**. The assessment is at current?

Dr. **Wells**. About 85 percent of true.

Mr. **Hathaway**. How much of that goes for education?

Dr. **Wells**. About 43 percent.

Mr. **Hathaway**. You list a couple of programs you have. Did you list all the programs you have under title I?

Dr. **Wells**. No. Also, a large portion of the title I program moneys, the largest portion is going for teacher aides and teacher assistants in the inner city schools, primarily elementary schools. This has been extremely valuable in individualizing reading programs.

We have trained teacher assistants so they can be effective in this way. This has reduced the pupil-teacher ratio in a mathematical sense, and has enabled the schools who have the most, working with those students who need the most help and teacher assistants working with the others.

Mr. **Hathaway**. To what grade does the reading program extend?

Dr. **Wells**. Title I moneys in reading are going from kindergarten through the ninth grade, elementary, and junior high school, to this point in time. But because of limited funds available, because we, like most other school districts, made a mistake when we moved into ESEA and tried to do too much. From now on we are not going to do that.

We are going to focus it on elementary schools, and only on those that will permit us to do the most effective job.

Mr. **Hathaway**. What have been the results of the teacher reading program?

Dr. **Wells**. We have not demonstrated mathematically substantial improvement with the reading program because, again, we spread it too thin.

Our test score results now are very similar to what they were 5 years ago when we first moved into ESEA. I think there are other reasons for this. We are experiencing a greater mobility of children within our inner city schools that we ever experienced before.

For example, in one of our schools, out of every six youngsters who start first grade, one completes the sixth grade. The others have moved to some other school or out of the city. Three out of every six who start the fourth grade complete the sixth grade. So we have an unstable population.

Considering that fact, one has to not count so much on reading scores because they can be somewhat misleading, but even that aside, we are staying with this extra money, whether they come to us new in the fourth or fifth grade, we are going to really pour it into such a program so that we can guarantee a success.

Mr. **Hathaway**. Commissioner Allen, before he left, emphasized remedial reading. Do you find that you have sufficient material to go by and enough research on the subject of remedial reading?

Dr. **Wells**. Yes. I think the studies do indicate, and I agree, that basically it is the teacher personality that counts. We are beginning to apply some new techniques which, before, some teachers thought were unwise, who thought there was only one way to teach. Now we are taking cognizance of the fact that youngsters do learn things differently and do read differently.

Through in-service training programs of teacher assistants and so forth, we are able to implement more of this through individualized programs in our schools than we ever did before.

We do have four elementary schools that are completely ungraded with individualized instruction in all subjects.

Mr. **Hathaway**. How about title III programs in Portland?

Dr. WELLS. We have problems here. Funding has run out of one program. I recognize it is to encourage innovation and if it is successful it is picked up by the local school district. Unfortunately, most of the title III programs, when they start, are doomed to succeed, because once they do begin they are going to succeed.

We are experiencing some difficulties in continuation of these programs because Federal funds are no longer available. The best program I think we have, which has received some national recognition, has been a junior high school program called experimental program in curriculum, EPIC for short. It was aimed at integrating and correlating subjects, providing meaningful experiences for youngsters who have limited or modest academic ability. It cost two junior high schools slightly more than $100,000. When the school had to pick this up, when funding ran out last July, it did so but in a very modified sense. So that the total program operation that was costing $110,000 to $125,000 now is costing $45,000. We are just not doing the job with it that we could have done.

We have statistics to indicate that the amount of truancy has been reduced significantly once this program started. But we cannot continue it to that degree.

Other title III programs, the others are regional, Portland is the local LEA for them. The most significant one is the resource center, a place where films and film strips, production center, media centers, professional libraries, are established for schools in the area. Funding on this runs out in July.

At the present time we are going through the throes of attempting to get enough support from school committees in the area to keep it going. It appears that it will go for a half year because, unfortunately, we are on a calendar fiscal year. So the funding by local districts is only from July through September. We have serious concerns whether it would continue for calendar year 1972.

Mr. HATHAWAY. I take it you have no quarrel with the philosophy of the act?

You would not want to change the structure of it in any way; it is the lack of funding that bothers you the most?

Dr. WELLS. It is the lack of funding, I think the timing of funding. I think if we had additional funds and if it could be tightened up where school districts are held more accountable, as far as I am concerned we ought to be, but give us the money to do the job.

I think it would be far more effective. Those are the primary concerns.

Mr. HATHAWAY. You find you have enough flexibility under title I, for example, to put in the programs you want?

Dr. WELLS. Yes; we do in Portland, yes.

Mr. HATHAWAY. Good. Thank you very much. Thank you very much.

The CHAIRMAN. Mr. Hawkins?

Mr. HAWKINS. No questions.

The CHAIRMAN. Let me ask you a couple of questions.

You know in the Congress we do not have an unlimited amount of money for our Elementary and Secondary Education Act but I would like to devote two or three times as much money as we are presently spending for elementary and secondary education.

With limited funding what is your viewpoint on the so-called block-grant approach to the States?

Dr. Wells. First of all, in terms of grants to the States, on a block-grant apportionment, I think the Congress would be well to investigate the present guidelines, whereby the richer States and districts, if you will, seem to get more for title I than the poorer States. Maine being 40th out of 50 in terms of per capita income, I am concerned about this.

I am not concerned about block grants. If they are adopted, they are about to have all sorts of things tied to them to be certain that the moneys are expended in the way in which the funds would be intended. I do think there is a place for categorical aid, too.

We have not been doing the job with the disadvantaged. I would hate to see block-grant moneys applied across the board and not going to those areas or children who need the program most.

The Chairman. You feel as I do, that it would be a grave mistake not to take care of the disadvantaged in this country first before we try another approach.

Dr. Wells. I absolutely agree with that. We are spending in our inner city schools local money, from 17 percent to 127 percent more, comparing our inner city schools elementary with our suburban schools, still in the city we are not doing the job. I think we have to pour massive amounts of money into our poverty areas, also into those schools where there are poverty pockets that presently do not fall under title I so that we can do the job effectively.

The Chairman. Mr. Ruth?

Mr. Ruth. No questions.

The Chairman. Let me thank you, Dr. Wells, for your appearance here this morning. You have been most helpful to the committee.

From my point of view, when we rewrite the legislation, I am very confident that your testimony will be borne in mind by the full committee.

Dr. Wells. I thank you for the invitation, Mr. Chairman.

The Chairman. Our next witness is Dr. Clyde Miller, superintendent of the St. Louis Public School System.

Come around, Dr. Miller.

I understand you have to catch a plane. Bring anybody you want with you.

Identify yourself and the gentlemen who are with you and proceed in any manner you prefer.

(Dr. Miller's prepared statement follows:)

STATEMENT OF DR. CLYDE C. MILLER, ACTING SUPERINTENDENT, ST. LOUIS PUBLIC SCHOOLS

I am Clyde Miller, Acting Superintendent, St. Louis Public Schools. The public schools in St. Louis enroll about 110,400 students from Kindergarten through the 12th grade. Most of our programs have Federal support of one kind or another, so I am most pleased to have been invited to present some of our findings about the impact upon St. Louis of the the Elementary and Secondary Education Act.

First of all, our schools are all open; there are teachers in every classroom; children are learning to read and to write and to compute numbers. Those may seem like minimal accomplishments, and they certainly are not the limit of our school's achievement. I will talk more about that later. But there is serious question in my mind that even those basic, assumed processes of schools could have been maintained without the legislation you enacted in 1965.

When Representative Carl Perkins introduced HR 2362, the Elementary and Secondary Education Act back in 1965, he said: "The legislation, I feel confident, will meet the growing deficiencies in our elementary and secondary schools which have been occasioned by diminishing local financial resources in many areas."

That was an accurate statement in 1965, and it is equally accurate today. In 1965 the deficiencies in St. Louis's elementary and secondary schools were overwhelming. In 1965 local financial resources had diminished to the point of desperation. In 1970 there are still deficiencies in St. Louis's elementary and secondary schools; but the deficiencies are fewer and they are less perplexing than they were in 1965. Without ESEA we are certain that our problems would have gone beyond handling. In 1970, local financial resources continue to diminish rapidly. Without continuation and expansion of federal aid, we will return to the conditions of 1965. We will lose what we have gained.

You have heard many times the depressing account of the decline of our great urban centers. St. Louis is typical. By 1965, and within a decade's time, 300,000 prosperous citizens had been replaced by 200,000 poor and underprivileged people. There was a net loss of 100,000 citizens, but the school population had increased by 25%. During the same 10 years, the city's slums with all their attendant problems had doubled in size. 22,000 school children were in families receiving Aid to Dependent Children. During those same years, St. Louis was maintaining a grand, old traditional school system that had performed beautifully—in a different social and economic setting than the one that was growing around it.

The five years since 1965, despite massive efforts on all sides to reverse it, have seen a continuing decline of the city. The total population of St. Louis has fallen 18% from the 1960 census. The more affluent citizens—both black and white—continue to move to the suburbs. Instead of the 22,000 ADC children of 1965, the schools now have 35,000. But our schools are distinctly different now, and they are demonstrably more effective than they were in 1965. In a few moments, I will tell you some of the successes we attribute to opportunities offered us by your legislation.

The successes have come, but they have come hard, and the conditions that cause schools to fail are becoming worse. We cannot pass up this opportunity to remind you of the constraints under which we have been operating during the past four years.

Since ESEA was enacted, the numbers of poor children in St. Louis have increased by 60%. If we were to apply in 1970 the same criteria for Title I eligibility that we applied in 1966, we would have 106 Title I schools instead of the present 89. Vagaries of funding and shifts in guidelines have forced us into the position of applying all the funds to schools in neighborhoods that have nearly disintegrated. Shifting funds to those schools exclusively has prevented our applying funds in schools that are declining, but whose problems might be solved before they reach the intensity of the schools that are worst off. We would like to be able to prevent problems before they occur, rather than constantly to be trying to rescue schools after their problems have gotten out of hand.

Also, during the past 4 years—while the numbers of poor children have been increasing so dramatically—ESEA funding has declined. In 1966 St. Louis was allowed $237 for each child eligible for Title I. The total funding (not accounting for inflation) is about the same in 1970 as it was in 1966. But the numbers of poor children have increased so much that we are now able to spend only $140 for each poor child we count. That is a cut of $97 per child.

In those same years, St. Louis's local effort has increased by $246 per child—from $519 to $765. We hear much of comparability and maintenance of effort. If the Federal government had maintained its effort proportionately since 1966, St. Louis's Title I children would have $388 per child in Federal support in 1970, rather than the present $140. The St. Louis Public Schools would receive $13,580,000 instead of the $4,900,000 we actually received in 1970. We hear much, also, about accountability—and St. Louis fully subscribes to that concept in principle. But if a school system is to be held accountable, it must be given the resources to do the job.

The State is failing in its obligation to provide resources. St. Louis was denied $3,000,000 by the defeat of the 1970 State income tax referendum. The decline in the city's student population brings with it a decline in State aid. Assessed valuation in St. Louis has fallen by $40,000,000 in the past two years. Added to the other problems has been the terrible new one of competition among the various city departments for what is left of the dwindling city property tax.

The Department of Streets, the hospitals, welfare, police and fire departments also need much more money than ever before. And when any one of these services (including education) is cut, problems mount for the other services. Schools are competing with other vital services for property tax dollars that are drying up. It is a painful, internecine war which no one can win.

We know that this is all a familiar story to you, we know also and fully appreciate the concern for education and urban problems that this committee has demonstrated.

I have said I would be specific about improvements in St. Louis schools that we can attribute to ESEA. One crucial factor that accounts for the success of ESEA in St. Louis has been the careful planning that has gone into the use of the funds. Each project complements and reinforces the total school program. Viewed as a whole, the programs made available by various Titles of ESEA mesh with and augment the basic structure of the system. We feel that the care and foresight that went into the design of the programs has created the focused impact that we see from ESEA in St. Louis.

The planning and the ESEA programs have helped produce such effects as the following during the four years of ESEA:

In relation to other children in cities of 100,000 or more, St. Louis's eighth graders score in the 53rd percentile on Standardized Achievement Tests. In that classification of cities, St. Louis has among the highest percentage of poor children. And among cities of 100,000 or more St. Louis has among the lowest per pupil expenditure. Still, St. Louis eighth graders rank above the median percentile.

Since 1966–67, the dropout rate in St. Louis has decreased by 4%—from 14.6% in 1966–67 to 10.6% last year.

More and more disadvantaged students are continuing their education after high school. Currently about 42% of Title I high school graduates go on to colleges or trade schools—as compared to only about 31% five years ago. If St. Louis can offer employment opportunities to these young people in the future, the city can reap the benefits of their education.

A fundamental concern of ESEA has been for improving the basic learning skills of children from poverty backgrounds.

The Title I Rooms of Twenty program, for instance, serves children with severe learning deficits. Last year, Rooms of Twenty students scores in the basic skills of reading, arithmetic and language arts showed an average gain of almost a full year as a result of their being in the special classrooms. Before the program, the average Room of Twenty student made less than 7 months gain. In 1969–70 the attendance rate of children in these special classrooms was 92.5%, as compared to the city-wide attendance rate of 90.5%.

Even more significant is the fact that when these children return to regular classrooms after their year in a Room of Twenty, their average gain is one year and one month per school year. They no longer slow down the learning of other pupils in the regular classes.

We have also noted that when a number of very slow-learning pupils are taken from regular classes and assigned to special ones, the achievement of the children who remain in regular classes goes up beyond expectation in the basic skills areas: a year and almost 3 months gain.

Special Title I programs also enjoy a great deal of teacher stability. 96% of the Room of Twenty and remedial teachers choose not to move to other schools.

We have remedial teachers in Title I schools, and the average annual gain in schools where these teachers serve is a year and two months.

A Diagnostic & Adjustment Center was established in 1966 to provide medical, counseling and psychological services, as well as special classes, for elementary school children with severe learning and emotional problems.

A total of 558 children have been referred to the Center. 237 have been enrolled in the special classrooms where their instruction was individualized and the class size was limited to about 10 pupils. This type of special education is most expensive, and prior to Title III the school system was unable to provide such specialized services for pupils who needed them.

In addition to the obvious benefits to the students, the project has helped us refine criteria for identifying severe emotional and learning problems, to develop new instructional techniques for teaching these children, and to disseminate this information to regular classroom teachers through inservice training.

Another basic concern of ESEA has been with reaching older students who have rejected the traditional secondary school's offering.

Lincoln Opportunity High School was set up for students who had severe adjustment problems in regular high schools. Lincoln has served 1,356 students, 414 of whom progressed enough to return to regular high schools.

In 1969–70, with Title VIII funds, we started a five-year dropout reduction program in a junior and a senior high school. The project serves 3,558 students and includes work-study programs, increased guidance services, continued education for pregnant girls, social adjustment classes for students with problems, instructional and curriculum revision, and expanded after-school activities.

After one year, the dropout rate for the two schools was reduced from almost 18% to less than 12%, absenteeism fell by 28%, and suspensions were reduced by 78%.

A Title I Work-Study High School was opened in January, 1970 for 288 students who were turned off by the regular high school curriculum and who needed job skills in order to compete in the labor market. Response to the school has been enthusiastic, with many more applications than openings. Combined vocational-academic courses prepare students for jobs as mechanics, as food service employees, as office workers and help keep the students interested in finishing their secondary education.

Before 1968 vocational training programs at our technical high school had little appeal for high school students. With combined Title III, Vocational Education Act and local funds, we revised our entire technical high school program: we linked technical and academic classes in the curriculum, up-dated and expanded course offerings to reflect employment trends in the St. Louis area, and remodeled facilities. Today enrollment at the technical high school is at capacity—3050—and student enthusiasm for vocational education has greatly increased.

ESEA has also allowed us to expand dramatically the services of libraries in St. Louis schools.

A Title III project has provided corridor libraries in 31 schools that were crowded to accommodate regular library facilities. Books are purchased with Title II funds and displayed attractively and conveniently for students in these schools. We have trained paraprofessionals and volunteers to staff the corridor libraries. We have also been able to cut the unit cost of processing library books from about $1.65 to 55¢ by using electronic data processing.

ESEA has also given impetus for more substantial community involvement in school programs. The Title I Advisory Committee, for instance, monitors programs, keeps abreast of changes in guidelines, and helps judge the relative importance of the contributions of each project. The Committee reports its findings to the community through parent organizations and school publications. The committee includes 14 parents and 7 teachers from Title I neighborhoods and schools. We see substantial growth of community involvement in the Title I volunteer program, also. Over 1,100 volunteers from the metropolitan area donate their time and abilities to children in Title I schools.

The impact of ESEA has been greater than the sum of the contribution of each program. ESEA has accelerated the adjustment of our schools to the changed needs of the St. Louis community. ESEA has helped to create a can do feeling in St. Louis schools. Instead of the handwringing, despairing mood of 1965, we have a school system that is more hopeful, more confident of its power—given the resources—to respond constructively to complex challenges. That change in mood itself is invaluable.

ESEA has also helped both directly and indirectly to accelerate decentralization in St. Louis. The constant ESEA emphasis upon community and teacher participation in decision making has encouraged the system to crack its bureaucratic molds, to make the schools more immediately responsive to the influence of the community. Such useful mechanisms as the Title I Local Advisory Committee and the district Parent Congresses are closely related to ESEA influence.

ESEA has helped introduce and prepare the system for the very useful concept of accountability. The ESEA emphasis upon measurable product objectives, upon planning, upon functional evaluation has helped establish structures and procedures that will help the system continue adjusting and improving its service to the children of St. Louis.

Frankly, we are proud of the accomplishments of St. Louis's schools. They have improved profoundly in the past 4 years, and we attribute much of the improvement to the programs made available through the Elementary and Secondary Education Act. The changes have not been mere superficial overlays of jim-cracks and gimmickery; the basic process and structure of education itself has changed in St. Louis since 1965.

STATEMENT OF DR. CLYDE MILLER, ACTING SUPERINTENDENT, PUBLIC SCHOOLS, ST. LOUIS, MO., ACCOMPANIED BY DR. GERALD MOELNER, DIRECTOR OF EVALUATION AND RESEARCH; JEROME WILLIAMS, DISTRICT ASSISTANT, AND ERNEST JONES, DEPUTY SUPERINTENDENT

Dr. MILLER. Thank you, Mr. Perkins.

I am Clyde Miller, acting superintendent of the St. Louis public schools. I would like you to meet the gentlemen with me.

To my immediate right, Mr. Ernest Jones, deputy superintendent of the St. Louis schools, who formerly headed up one of our title I projects and a work-study high school. To his immediate right is Mr. Jerome Williams, who is presently a district assistant and was at one time an elementary principal of a title I school. To my immediate left is Dr. Gerald Moelner, director of evaluation and research, who has been instrumental in much of our Federal relations work for a number of years.

First of all, our schools are all open. That is significant for us in the contest of the educational scene around St. Louis where we have had a number of school systems that have either closed or been threatened with closing because of funding conditions.

When the Elementary and Secondary Education Act was initiated in 1965, it was indicated that the legislation was intended to meet some of the growing deficiencies in our elementary and secondary schools which had been occasioned by diminishing local financial resources in many areas. Certainly that was very true in 1965 and is equally accurate today.

In St. Louis in 1965 our elementary and secondary schools had considerable deficiencies. Local resources diminished to a point of almost desperation. Today, however, in 1970, there are still deficiencies but the deficiencies are fewer. They are somewhat less perplexing than they were in 1965.

Without ESEA we are certain that our problems would have been beyond our capability to handle them.

In 1970 our local financial resources continue to diminish rapidly. Certainly without the continuation and expansion of Federal aid, we will return to the conditions of 1965. In effect, we will lose what we have gained.

I know you have heard many times the depressing account of the decline of our great urban centers. St. Louis is typical. By 1965, and within a decade's time, 300,000 prosperous citizens had been replaced by 200,000 poor and underpriviliged people. There was a net loss of 100,000 citizens, but the school population had increased by 25 percent.

During the same 10 years, the city's slums with all their attendant problems had doubled in size; 22,000 schoolchildren were in families receiving aid to dependent children. During those same years, St. Louis was maintaining a grand old traditional school system that had performed beautifully—on a different social and economic setting than the one that was growing around it. It was facing a new, different, and social economic setting around it.

In the years since 1965 there have been massive efforts to stop the decline in the city, much to no avail. Since the 1960 census, the St. Louis population has dropped some 18 percent. Our affluent citizens, both black and white, are moving to suburban areas. Instead of 22,000 ADC children, we now have 35,000.

Our schools are distinctly different now, and I think they are demonstrably more effective than they were in 1965.

In a moment I would like to tell you some of the successes that we attribute to the opportunities that you have given us through the Elementary and Secondary School Act.

Successes have come hard, and the conditions that cause schools to fail are becoming worse. We cannot pass up this opportunity to remind you of the constraints under which we have been operating during the past 4 years.

Since ESEA was enacted in 1965, the numbers of poor children in St. Louis have increased by 60 percent. If we were to apply in 1970 the same criteria for title I eligibility that we applied in 1966, we would have 106 title I schools instead of the present 89. Vagaries of funding and shifts in guidelines have forced us into the position of applying all the funds to schools in neighborhoods that have nearly disintegrated. Shifting funds to those schools exclusively has prevented our applying funds in schools that are declining, but whose problems might be solved before they reach the intensity of the schools that are worse off. We would like to be able to prevent problems before they occur, rather than constantly to be trying to rescue schools after their problems have gotten out of hand.

Also, during the past 4 years—while the numbers of poor children have been increasing so dramatically—ESEA funding has declined. In 1966, St. Louis was allowed $237 for each child eligible for title I. The total funding (not accounting for inflation) is about the same in 1970 as it was in 1966. But the number of poor children have increased so much that we are now able to spend only $140 for each poor child we count. That is a cut of $97 per child.

In those same years, St. Louis' local effort has increased by $246 per child—from $519 to $865. We hear much of comparability and maintenance of effort. If the Federal Government had maintained its effort proportionately since 1966, St. Louis' title I children would have $388 per child in Federal support in 1970, rather than the present $140. The St. Louis public schools would receive $13,580,000 instead of the $4.9 million we actually received in 1970. We hear much, also, about accountability—and St. Louis fully subscribes to that concept in principle. But if a school system is to be held accountable, it must be given the resources to do the job.

The State is failing in its obligation to provide resources. St. Louis was denied $3 million by the defeat of the 1970 State income-tax referendum. The decline in the city's student population brings with it a decline in State aid. Assessed valuation in St. Louis has fallen by $40 million in the past 2 years. Added to the many other problems has been the terrible new one of competition among the various city departments for what is left of the dwindling city property tax.

Schools are competing with other vital services for property tax dollars that are drying up. We know this is a familiar story to you, and we know also and fully appreciate the concern for education and urban problems that this committee has demonstrated.

I have said I would be specific about improvements in St. Louis schools that we can attribute to ESEA. One crucial factor that accounts for the success of ESEA in St. Louis has been the careful planning that has gone into the use of the funds. Each project complements and reinforces the total school program. Viewed as a whole, the programs made available by various titles of ESEA mesh with and augment the structure of the system. We feel that the care and foresight that went into the design of the programs has created the focused impact that we see from ESEA in St. Louis.

The planning and the ESEA programs have helped produce such effects as the following during the 4 years of ESEA:

In relation to other children in cities of 100,000 or more, St. Louis' eighth graders score in the 53d percentile on standardized achievement tests. In that classification of cities, St. Louis has among the highest percentages of poor children. And among cities of 100,000 or more St. Louis has among the lowest per pupil expenditure. Still, St. Louis eighth graders rank above the median percentile.

Since 1966–67, the dropout rate in St. Louis has decreased by 4 percent—from 14.6 percent in 1966–67 to 10.6 percent last year.

More and more disadvantaged students are continuing their education after high school and trade schools. Currently about 42 percent of title I high school graduates go on to colleges or trade schools—as compared to only about 31 percent 5 years ago. If St. Louis can offer employment opportunities to these young people in the future, the city can reap the benefits of their education.

A fundamental concern of ESEA has been for improving the basic learning skills of children from poverty backgrounds.

The title I rooms-of-20 program, for instance, serves children with severe learning deficits. Last year, rooms-of-20 students' scores in the basic skills of reading, arithmetic, and language arts showed an average gain of almost a full year as a result of their being in the special classrooms. Before the program, the average room-of-20 student made less than 7 months gain. In 1969–70, the attendance rate of children in these special classrooms was 92.5 percent, as compared to the citywide attendance rate of 90.5 percent.

Even more significant is the fact that when these children return to their regular classrooms after their year in a room of 20, their average gain is 1 year and 1 month per school year. They no longer slow down the learning of other pupils in the regular classes who did not have the deficits that they have.

We have also noted that when a number of very slow-learning pupils are taken from regular classes and assigned to special ones, the achievement of the children who remain in regular classes goes up beyond expectation in the basic skills area—a year and almost 3 months gain.

Special title I programs also enjoy a great deal of teacher stability; 96 percent of the room of 20 and special remedial teachers choose not to move to other schools.

We have remedial teachers in title I schools, and the average annual gain in schools where these teachers serve is a year and 2 months.

The CHAIRMAN. Dr. Miller, I just wish the people in this country could hear you make this statement because it is most important from the standpoint of results obtained. This program has been charged too often with failing to accomplish results.

To my way of thinking, it is just as you have outlined here today: The real problem is underfunding.

Dr. MILLER. Yes, sir.

The CHAIRMAN. That is the chief reason for lack of greater results. I do not think our money could be expended more wisely from the standpoint of the disadvantaged youngster than we are presently spending it under title I.

Do you agree with that statement?

Dr. MILLER. I most certainly do. I think with the money we have had, we have been able to achieve good results. I think we need great amounts of money to do more.

The CHAIRMAN. How would you feel about going to a block grant approach, when title I, with all the progress you are making, is just about 40-percent funded?

Dr. MILLER. Mr. Perkins, I would be concerned about it. I think there is a great amount of work that we need to do. We need more funding for the categorical grants that we are now getting.

I would be terribly concerned with that with block grants there would be guarantees that we would continue to get more money than we are getting now, that we would continue to get the same amounts, that we would have the same latitudes for developing the priorities and that we, further, would have some guarantees that our money would be used for the great problems that we have in St. Louis and urban centers for handling the deprived and disadvantaged children.

The CHAIRMAN. You have some of the reservations that I have about going in that direction?

Dr. MILLER. Yes, I do.

The CHAIRMAN. We have to have some assurance that present worthy programs will be protected and that in the process we will not lose all of the gains we have made over the past 5 years; is that correct?

Dr. MILLER. Yes, sir. I think the programs have been effective.

The CHAIRMAN. The children that you are speaking about deserve first priority, according to your statement, I take it.

Dr. MILLER. In our city, yes, they do.

The CHAIRMAN. Do you know of any better way that we could be spending the money than we are presently doing under title I? If so, tell the committee.

Dr. MILLER. No, sir. I think we have thoroughly investigated that in our city. We feel we have expended the money where it is most needed. We need more, but I think the money we have had, we are developing programs for children where the need is.

The CHAIRMAN. How are we going to counteract all the criticism by the administration and other groups who are opposed to the concept of title I insofar as the results obtained under it?

How do you feel that we can get before the general public the results that you have been telling the committee about this morning?

Dr. MILLER. That is a difficult question, Mr. Perkins.

I think the results speak for themselves. We have been trying to acquaint our community with the results of money, the way we have spent it, and the results that we get. I think with the money we get, we have considerable flexibility to use it effectively, and have done so.

I really do not know, Mr. Perkins. It is a question of trying harder, I suppose.

The CHAIRMAN. All of us believe in progress. We want to improve this program. But in the process of improving, we do not want to tear down. That is the gap that we have to bridge, it seems to me, by all these ideas going in the direction of block grants and other ideas concerning present programs.

What would be your chief suggestion to improve the operation of title I? Tell the committee.

Dr. MILLER. I think give us more money to do the job that we need to do. Even with the money we have and the good results we have been getting, we have a desperate decline in the city. We are getting more and more poor and deprived children all the time.

Our present resources are eroding at the city and State levels. We simply need more money to do the job more totally.

The CHAIRMAN. Mr. Radcliffe.

Mr. RADCLIFFE. If you will excuse me, sir, I am sure if Mr. Quie were here that he would not want the record left reflecting the suggestion that the administration is opposed to title I.

The CHAIRMAN. I will make that correction.

Mr. RADCLIFFE. I do not believe that is a fair statement.

The CHAIRMAN. My statement, let me put it this way, may be completely inaccurate.

Mr. RADCLIFFE. We believe it to be, Mr. Chairman.

The CHAIRMAN. Go ahead with your statement.

Dr. MILLER. With respect to several of the other programs that have been implemented with moneys from ESEA, we initiated a diagnostic and adjustment center which provides medical counseling and psychological services as well as special classes for elementary children with a special need, those children with severe learning and emotional problems.

We have enrolled a total of 558 children in this center; 237 of them have been enrolled in special classes where the instruction has been individualized and class size has been limited. This type of education, of course, is extremely expensive.

Prior to title III under which this was funded, the school system in St. Louis simply was unable to provide this specialized service for children who needed it.

In addition to the obvious benefits to the students in that program, the project has had a spin-off for our school system in terms of helping to identify emotional and learning problems; it has developed new instructional techniques for teaching these children. We disseminated that information throughout our school system.

We have been working with older students who have been turned off by our traditional program. We have a Lincoln Opportunity High School which was set up for students who had severe adjustment problems in regular high schools. Lincoln has served 1,356 students, 414 of whom progressed enough to return to regular high schools.

In 1969–70, with title VIII funds, we started a 5-year dropout reduction program in a junior and a senior high school. The project serves 3,558 students and includes work-study programs, increased guidance services, continued education for pregnant girls, social adjustment classes for students with problems, instructional and curriculum revision, and expanded after school activities.

After 1 year, the dropout rate for the two schools was reduced from almost 18 percent to less than 12 percent, absenteeism fell by 28 percent, and suspensions were reduced by 78 percent.

A title I work-study high school was opened in January 1970 for 288 students who were turned off by the regular high school curriculum and who needed job skills in order to compete in the labor market. This school was initiated and headed by Mr. Jones to my right.

Response to the school has been enthusiastic, with many more applications than openings. Combined vocational-academic courses prepare students for jobs as mechanics, as food service employees, as office workers and help keep the students interested in finishing their secondary education.

Before 1968 vocational training programs at our technical high school had little appeal for high school students. With combined title III, Vocational Education Act and local funds, we revised our entire technical high school program: We linked technical and academic classes in the curriculum; updated and expanded course offerings to reflect employment trends in the St. Louis area; and remodeled facilities. Today enrollment at the technical high school is at capacity, 3,050, and student enthusiasm for vocational education has greatly increased.

ESEA has also allowed us to expand dramatically the services of libraries in St. Louis schools.

A title III project has provided corridor libraries in 31 schools that were too crowded to accommodate regular library facilities. Books are purchased with title III funds and displayed attractively and conveniently for students in these schools. We have trained paraprofessionals and volunteers to staff the corridor libraries. We have also been able to cut the unit cost of processing library books from about $1.65 to 55 cents by using electronic data processing.

I believe ESEA has had significant influence on our school system regarding community involvement. Through the title I advisory committee, which monitors and keeps abreast of changes in the guidelines and helps judging the effectiveness of our program, we have had a renewed sensitivity to community involvement.

The committee reports its findings to the community and in this way, I think, helps report the effectiveness of our programs. The committee has 14 parents and seven teachers from title I schools. We have had significant involvement in the person of volunteers. We have over 1,100 volunteers from the metropolitan area donating their time, energies, and abilities to children in title I schools.

I think all in all, the ESEA money, the effectiveness of the money, and the results it has helped us to produce, has given our school system a good measure of hope and optimism for what we can do if the resources are available to us.

We also have been able to effect greater decentralization in our school system. This certainly has been encouraged by the influence of ESEA.

Frankly, we are pleased with the progress of our schools. We are profoundly proud of the accomplishments of the past 4 years. We attribute much of that improvement to the funds made available through the Elementary and Secondary School Act.

The CHAIRMAN. A wonderful statement.

Mr. Hawkins, I want to introduce one of our colleagues especially in a few minutes.

Mr. **Hawkins**. I wish to commend you on a very excellent statement and the success which apparently is being achieved in St. Louis under title I programs.

Several questions arise, however, out of the presentation that you have made. One that occurs to me is: Why is it that some of the title I programs in some cities seem to be succeeding very well and in other cities not going too well?

How can we account for the spotty record which seems to have developed in some areas in which, given the same type of money and presumably having qualified educators, some of the programs are not doing too well?

I have reference in particular to Los Angeles where, despite the amount of money which Los Angeles has been receiving, the students have not shown the same remarkable achievement record as the schoolchildren in St. Louis, for example.

How can we account for this apparent difference?

Dr. **Miller**. Mr. Hawkins, I believe one of the factors that contributes to that is the focus or concentration of our funds and efforts on the particular needs of students. We have done that with the room-of-20 program, for example. We have concentrated on a specific group of youngsters and their specific needs. While benefiting those youngsters, we have derived the spinoff benefits to the regular classrooms.

I think the concentrated effort and avoidance of dispersing the funds and trying to do too much over a broader spectrum.

Mr. **Hawkins**. It is my understanding Los Angeles is concentrating even more than St. Louis. I believe they are spending in the neighborhood of $400 per child.

Dr. **Miller**. I am not familiar with that.

Mr. **Hawkins**. You are not familiar with the Los Angeles situation?

Dr. **Miller**. No.

Mr. **Hawkins**. It is my understanding they are also concentrating. They have tried other techniques. They are now concentrating. That fact raises another problem.

To what extent are you, in the process of concentration, ignoring the needs of the many others who should be in title I programs?

What percentage of children who need the program are actually being reached in St. Louis?

Dr. **Moelner**. Mr. Hawkins, if I may answer that, we are really aiming it in a two-pronged way.

We have a group of approximately 2,000 kids that are in the room-of-20 program, then another 800 or 900 youngsters who are in other concentrated programs. Then we have a group of other programs in which reading teachers—one of our larger programs is a program of reading teachers. Seventy-three of these teachers are assigned there.

They do have benefits throughout the school. Virtually every one of our elementary schools has a reading teacher. The children with the greatest difficulties are being served by these teachers. The reading teacher also serves as a consultant to the other teachers in these elementary schools.

I think the major reason we are getting some good results is that we are involving teachers with the results of the evaluations; we are making sure that teachers are involved in deciding what the objectives are of the program.

If these things are imposed upon teachers without having their say in it, I think very often they become resentful, and progress just does not occur. We do not get the progress we want.

We have found that by involving them early, also letting them be heavily involved in the evaluation, that we can get these gains.

Mr. Hawkins. I am not challenging at all the results that you have obtained, certainly not the quality of the program. But I am trying to see just what we do when the money is so concentrated that only a few can participate. You have referred to a program of 70 odd, another program of a small number; your testimony indicates that there are at least 35,000 ADC children.

Obviously most of these are not now being reached: therefore, they are being denied, under the State law, the equality of educational opportunity to which they are entitled.

Are you saying in effect then that these others are just simply being ignored, not because you want to, but because financially you just cannot reach them and a lot more money is absolutely required if the legal obligation to provide a decent education is going to mean anything?

Dr. Moelner. That is right, Mr. Hawkins. We have many, many children who are not getting the concentrated service that we definitely need.

I think we tried to make this apparent in our testimony, that much, much more money is needed.

We would like to probably have several additional work-study high schools, for instance, and several other concentrated programs for youngsters who are going to drop out of high school, or who cannot adjust to the regular program. We need a great many more special classes for youngsters who are a year or more behind.

When a child gets that far behind, his chances of making the gains he needs to catch up and work along comfortably with his class are very, very poor.

So we definitely need much, much more money than we are getting now if we are to make the impact that is necessary, sir.

Mr. Hawkins. Thank you.

I do wish to indicate, Mr. Chairman, that several months ago our colleague, Mr. Clay, persuaded the committee to go out to St. Louis; we did spend a very profitable 2 days in St. Louis. We were certainly impressed with the spirit with which they are approaching this very critical problem.

I do wish at this time to commend St. Louis on its fine effort, also our colleague for what he has been doing in order to persuade us that we should study St. Louis and learn something from it.

The Chairman. Mr. Radcliffe has a question before I introduce our colleague.

Mr. Radcliffe. Thank you, Mr. Chairman.

Dr. Miller, I was concerned primarily with your analysis of the payments per child under title I and the number of children you can count. I just wanted to elaborate on that and examine it just a little bit.

I think, Mr. Clay, this may be of particular concern to you, sir.

Your basic count in St. Louis would be based upon the 1960 census data; is that not correct?

Dr. Miller. That is right.

Mr. Radcliffe. That count will now be upgraded, so to speak, by the 1970 census. I guess you will begin to get the new count that will reflect your current situation in 1971. Is that not about right?

Dr. Miller. Yes.

Mr. Radcliffe. Then you will be current, or fairly current, as to population data, but that count was taken really in 1969. So that every year that you move beyond 1969, you again get less and less accurate. So in cities like St. Louis, where you are apt to get a continued in-migration of families and children who ought to be counted, the further you get away from the census count, the fewer of those children you are actually counting; is that not correct, sir?

Dr. Miller. That is true.

Mr. Radcliffe. Now I want to examine with you the other two aspects of this formula. One is aid for dependent children, where we say if a family receives aid for dependent children payments in excess of $2,000.

Dr. Moelner. Any ADC payments make a child eligible.

Mr. Radcliffe. Eligible, but I am talking about being counted now for purposes of payment under this act.

Dr. Moelner. The counting is done—I believe these are mutually exclusive categories.

The children are counted first of all on the basis of the poverty criteria in the 1960 census; then children over and above that who are receiving ADC payments. Whether they are counted in or not, I am not sure, sir.

Mr. Radcliffe. Let me state what my understanding of the act is.

I do not believe they are mutually exclusive. I do not believe that it matters greatly if there is some overlap. What I am concerned with is this: You have school-age children under Aid for Dependent Children who are not counted for purposes of payments under this act; I am confident of this, because your level of payment in the State of Missouri for Aid to Dependent Children is far lower, in most cases, than the level of payment they would have to receive in order to qualify.

Is that not true?

Dr. Miller. I believe that is true; yes, sir.

Mr. Radcliffe. Then the other factor is that your payments are based, I would assume, in Missouri, on the national average per-pupil expenditures; is that not correct?

Dr. Miller. Yes.

Mr. Radcliffe. But in St. Louis, I would imagine your per-pupil expenditure—you have $765—is actually higher than the national average. So in effect your payments are really based on the average expenditures in Missouri, is that not a correct analysis?

Dr. Miller. Yes.

Mr. Radcliffe. So if St. Louis were actually in New York, you would be receiving almost double the amount per child that you are receiving.

Dr. Miller. Yes.

Mr. Radcliffe. If St. Louis were in New York you would have, I would guess, thousands of children being counted under Aid for Dependent Children that are not counted now for the purposes of title I, is that not accurate?

Dr. Miller. Yes.

Mr. RADCLIFFE. I wonder, finally, if you could think about this problem of the formula, particularly as it relates to cities like St. Louis and Los Angeles and see if you might suggest to the committee at some later time or to Mr. Clay, ways in which we could perfect this formula so that it would reflect the circumstances of your city.

Dr. MILLER. We would be very happy to.

Mr. RADCLIFFE. Thank you, Mr. Chairman.

The CHAIRMAN. Let me take this opportunity to introduce another one of our distinguished colleagues, Congressman Clay, from your great city. He has been most helpful to the committee insofar as improving education legislation is concerned. It is a great pleasure for me to serve on this committee because of his contributions in the past, and he will continue to make those contributions. You people are to be complimented for sending such an outstanding gentleman as Congressman Clay to the Congress.

Mr. CLAY. Thank you, Mr. Chairman.

First of all, I would like to thank the gentlemen from St. Louis for coming up to give testimony before our committee. I would also like to thank Mr. Miller for the excellent statement that he made. I would like to ask him if he would elaborate on the statement made on page 8 which says that under the ESEA Act, impetus has been given for more substantial community involvement. I was wondering if you could be specific for us and tell us some of the types of relationships that exist between the school system and the community in St. Louis.

Dr. MILLER. Mr. Clay, I think first of all as part of the prescribed guidelines of title I, we do have the advisory committee, which, of course, is functioning. As I had indicated, parents and some seven teachers from the title I schools are monitoring the programs, collecting the guidelines, explaining the contributions and effectiveness of the programs to the community. But beyond that I think the whole ESEA scene has made us more conscious of community involvement.

As a result we have been working, I think, with reasonable effectiveness in the area of our district. I think there would be some evidence of that by this Friday evening when we had some 950 parents assembled at the teachers college under the auspices of the parent congresses, at their own direction, to show concern for the State funding problems in Missouri that are very critical for us at this point.

I think generally speaking through those parent congress activities which represent each of our school districts in St. Louis, through the advisory group, through our activities with the model cities program, there has been an effective step forward in terms of community involvement.

Mr. CLAY. When we were in St. Louis recently, Dr. Shepherd spoke before the committee and touched briefly on the program. I think he used the word "sharing" of power with the parents. Could you elaborate on that program if it is still in existence?

Dr. MILLER. I think I can. I think more effectively I might ask Mr. Jones, who was district assistant with Dr. Shepherd, to do that. I think he can do it more precisely.

Mr. JONES. Thank you.

I don't know specifically what Dr. Shepherd referred to, but I might just very briefly give you some idea about the many activities in which he engaged that involved parents in the terms of getting them involved in the decisionmaking role. I think some 10 years ago in that particular district, I embarked upon a program of involving parents, I guess specifically unlettered parents, in the operation of the schools. Initially, this got involved in such things as meeting with principals to talk about school policies and practices; the principals responded to these in terms of the kinds of activities that would be initiated in schools. Finally, from the local school effort it went into a district effort. They dealt with the processes of airing grievances, not only with school officials but with city officials. They got into suggestions in terms of curriculums and suggestions in terms of some minor determinations of expenditures of money. They got involved in determining motivational activities for children. They got into a variety of activities that certainly had impact on what was going on in the schools. In addition to having direct impact, I think the involvement that was generated in that area gave those parents a sense of determination of destiny that they had something to say about what happened to their children. As a result they supported the schools totally.

This was not only evident in terms of the turnout and support given to local schools when activities were planned, but it was also evident by the kinds of positive voter approval indicated when we had tax issues before the public.

I think the record shows that in that area, as a result of parent involvement, that the "yes" vote for tax issues would range from the 80-to-90-percent "yes" category.

Mr. CLAY. Thank you.

Dr. Miller, on page 3, you speak of the failure of the State to provide adequate resources. You speak of the assessed valuation in St. Louis falling by some $40 million. What effect does the St. Louis policy, or I guess it is the law in the city and the State that permits educational and religious institutions to take property off the tax rolls, which is not being used in educational and charitable and religious capacities.

What effect has this had on the tax base of the city of St. Louis, and how much money is the school system being denied because these institutions have taken such property off the tax rolls?

Dr. MILLER. Mr. Clay, there is no question but that there are millions of dollars of assessed valuations that are off the rolls that do not generate money for the schools because of educational and religious and other institutions being relieved of that responsibility. I am not precisely acquainted in terms of the total value, but we have investigated it and we have been looking at this problem for a number of years. If those properties were on the rolls and generating taxes for the schools, it would be a significant difference.

Dr. MILLER. We could get it for the record if you wish, Mr. Clay, because we have been working on that problem.

Mr. CLAY. We would like to know.

(The information follows:)

SAINT LOUIS PUBLIC SCHOOLS,
December 10, 1970.

Hon. CARL D. PERKINS,
2252 Rayburn Building,
Washington, D.C.

DEAR CONGRESSMAN PERKINS: I appreciate the opportunity we had on December 7 to present some of our experiences and the results relative to the ESEA programs in St. Louis. Moreover, Ernest Jones, Jerome Williams, Gerald Moeller of my staff, and I are grateful that you were able to shift the schedule to allow us to testify earlier than planned so that we could catch our early afternoon plane back to St. Louis.

During the hearings Congressman Clay asked that we supply information relative to the real property not included on the tax rolls in St. Louis. With your permission we submit this information for inclusion in the record.

City of St. Louis 1969 assessed valuation: $1.25 billion

Tax-exempt nonpublic properties:	*In millions*
Churches and parochial schools	$42.0
St. Louis University	17.0
Washington University	15.0
Other nonpublic schools	16.5
Total	90.5

Sincerely yours,

CYDE C. MILLER,
Acting Superintendent.

Mr. CLAY. Has the school system considered filing a lawsuit to force these institutions to pay taxes on those facilities?

Dr. MILLER. Mr. Clay, we have been, for the last year now, I guess, trying to gather facts. Our attorneys have been working on it and so forth.

I don't think the school board as such has come to any decision in terms of doing that. They now recognize the problem. I think, particularly with the dilemma that we face with respect to State funding and declining tax base, we will be forced to take every measure that we can to try to get adequate funds to provide education for children.

Mr. CLAY. I have no further questions, Mr. Chairman.

The CHAIRMAN. Mr. Radcliffe, are there any further questions?

Mr. RADCLIFFE. No, Mr. Chairman.

The CHAIRMAN. Thank you very much for a most excellent statement.

Dr. MILLER. It is a pleasure to be here.

The CHAIRMAN. We will invite you back here sometime.

I am delighted with the progress you are making in the St. Louis school system under this program.

Do we have Dr. Meddil Blair, superintendent of the Hartford public schools here?

STATEMENT OF DR. ROBERT NEARINE, DEPUTY SUPERINTENDENT OF HARTFORD PUBLIC SCHOOLS, CONNECTICUT

Dr. NEARINE. I am representing Dr. Blair.

The CHAIRMAN. Will you identify yourself for the committee?

Dr. NEARINE. I am Robert Nearine, the evaluation coordinator of the schools of Hartford, Conn.

The CHAIRMAN. We are delighted to welcome you here, and we want to hear how title I and the whole ESEA program is working in the Hartford school system.

Go ahead and give us your statement.

Dr. NEARINE. Dr. Blair sends his regrets.

As you probably know from the press, we just concluded a 13-day strike on Friday, and he felt he could not leave the city at this particular point.

I have a written presentation here, and I will deviate from this to a considerable degree.

(The statement referred to follows:)

TESTIMONY OF DR. ROBERT NEARINE, DEPUTY SUPERINTENDENT, HARFORD PUBLIC SCHOOLS, HARFORD, CONN.

My name is Robert J. Nearine and I am employed as the Evaluation Coordinator for the Hartford, Connecticut Public Schools.

Before talking about the effects of Title I programs on Hartford youngsters, let me first briefly describe our city and its multitude of problems. We are a small city both in terms of a population of only 158,000 and a land area of less than nineteen square miles. Yet we are, perhaps, the typical American city in microcosm since we tend to reflect the enormity of problems which currently beset most other large metropolitan areas. Although Hartford has been named an "All-American City" and has long enjoyed a reputation as the "Insurance Center of America", we have all of the social, educational, economic, and political forces which are typical to the so-called "urban crisis". While our city is a beautiful one, it contains a deteriorating inner core which is shielded from the occasional visitor's view by the white collar suburbs and the architectural achievements which surround the inner ghetto.

The hidden but festering core of our city symbolizes, to a large extent, many processes which have gnawed at the social and educational strengths of this community over the last two decades. More specifically, these have included:

1. Increased immigrations to the city of Negro and Puerto Rican families, coupled with the concomitant exodus of white middle class residents. Our new citizens tend to have little experience in living in Northern urban areas and in addition, generally lack the skills which are expected for industrial and business employment. At the present time some 66% of Hartford's public school is Black or Puerto Rican while over 60% of our attendance districts are eligible for Title I services.
2. Language problems add a further burden to our schools and create added economic and unemployment problems to the city as a whole. In our school population alone some 16% of the youngsters require special training because of a non-English speaking background.
3. Student mobility rates high. Three years ago, in 1966–67, public school student mobility averaged some 40%, and in five of our poverty area schools the figure had exceeded the 60% mark.
4. During 1969–70, 8,964 school age children came from families receiving state welfare payments (AFDUC) and 2,211 children came from families who were helped by city welfare. Incidentally, the former figure represented about 30% of the total AFDC cases in Connecticut.
5. 1960 Census data supports our contention that at least 10,000 children come from families with an income of less than $4,000. This figure alone represents over one third of our total school enrollment.
6. Special service case loads are especially heavy in Hartford. In 1969–70, school social workers alone processed some 6,450 cases while still more were waiting to be served. This was about 22% of our enrollment.
7. Hartford's high school dropout rate has risen during the last three years from 8.3% to 9.4%. Of these students, over 60% come from minority ethnic groups.

While the preceding facts are but crude indications of the spread of constraints and pressures under which the Hartford Public Schools must operate, they do show the extent to which Hartford presents a typical syndrome of the symptoms affecting core city educational life.

For Hartford, Title I has been in many ways a mixed blessing. While it has helped to show that poverty youngsters can receive a good education in our city, the existent level of funding has only allowed us to scratch this educational surface. Last year, Hartford had a Title I entitlement of $1,873,135. While this was no little sum, even a minimal $300 per student investment figure meant that only some 6,200 youngsters could be served. This was only about one-third of our total eligible population. But even with these constraints Title I programs work. For example:

1. In 1969–70, Hartford put most of its Title I money—$782,790 or about 42% of the total entitlement—into Project Concern, our regional program in urban-suburban cooperation. Here were served 1,167 disadvantaged K–8

youngsters who received educational and supportive services in suburban public and non-public schools, and in some of our own more academically oriented institutions. The cost of this program was about $1,500 per child; of this only 45% came from Title I monies with the remaining amount coming from local and state funds. A state-conducted evaluation reported that as a group, Project Concern children scored higher in reading achievement than did the rest of Hartford's children. It also reported that the program was particularly effective when the children entered the program at the kindergarten or first grade levels and that reading success seemed related to the number of years in which the children had remained in the program.

2. Last year Hartford spent $153,800 on non-public school programs. Here again substantial progress in reading achievement was reported for the over 800 youngsters who were involved in the program. While the 1969–70 evaluation is presently being assembled, preliminary information is especially favorable. Incidentally, the 1968–69 report on this program was selected by the State Department of Education as an example of an exemplary evaluation in Connecticut.

3. This summer we spent $91,000 to bring added Project READ services to the validated schools of this city. While the overall program has been in existence less than two full years a preliminary evaluation, presently in preparation, shows that youngsters in two of three sample schools are beginning to reach city-wide reading norms at the third grade level. A "control" non-target school which also received services under local funding has now reached a level where overall third grade test scores not only exceed city-wide averages, but approach the national norm as well.

4. Because of the scope of our urban problems we sometimes supplement board funded compensatory programs with Title I funds. Last summer we did this to help teachers learn to operate in two special inner-city programs: Follow-Through and open space learning. While it is still too early to evaluate the effects of this training, we do know that the youngsters, the teachers, and the community have accepted these models for learning. Even a cursory look at the happy—and busy—children's faces constantly bears out the fact that when learning is made invitational and is child-oriented it can be successful—even in the city.

7. Higher Horizons 100 is another program of which we are particularly proud. In this program, we take one hundred ninth grade youngsters and provide them with a comprehensive educational program which include reading and math skill development, remediation, guidance services, and asociated cultural activities. In each of the past five years our evaluations have produced evidence of significant reading, math, and language achievement gains. In fact, this program has been so good that we have expanded it under Title I this year to include threece other validated high schools and one added junior high as well.

We have learned a lot about compensatory education in the last five years. We have learned, for example, that a "band aid" approach to urban education just doesn't work. Neither do programs work which are not responsive to the needs of individual youngsters. To correct this situation we have developed the concept of "Hartford 74" as a five-year program which will eventually insure that each and every educational undertaking will be aimed at one central goal: the development of individuality in learning. Individuality in learning recognizes that each youngster has different needs, desires, and aspiration and that curriculum must be prescribed on an individual basis. While this kind of programming is expensive—it will cost about 1.4 million in each of five sequential years—it is necessary if we are to insure that city youngsters will get an even chance for equal educational opportunity. This concept, we feel, may well provide an aswer to the problems of city education since here programs are tailored to youngsters, and not the other way around.

During the past five years, I am happy to say, Title I money has substantially helped the children for Hartford. But for programs like Hartford 74 and all it will mean for children even more help is still needed; in additional funds, the early commitment of ESEA monies to school districts, and the freedom to use this money in terms of the needs of a total urban population. We have accepted Congress's emphasis on evalauation and its mandate for accountability; this has made us being to think and to plan before we begin programs, and has in turn led to Hartford 74 and with it acceptance of the fact that education for all youngsters must be truly compensatory This then is our hope here in Hartford.

Mr. NEARINE. I would like to tell you a little about our city, first of all. As you know, we are a relatively small community. From 1960 to until 1970 we had approximately 163,000 as population. You will notice on the prepared brief that I change this to 158,000 because even the last year we found the population has decreased by 5,000 people. At the same time the school population has increased by 6,000. So you can see the kind of situation we have. We are about 19 square miles in size, so we are a relatively small community in terms of manipulation.

We can work with Hartford. If you were to look at our city, you would see a typical New England city to all appearance, but in the middle of the city we have what we call the North End. It is a ghetto. During the last few years we have had a population that has increased from what was a minority group to now a majority group of black and Puerto Ricans, about 66 percent at this particular time. We found that the black migration has slowed down a little bit but the Puerto Rican migration has increased to about 17 percent of the total. This is becoming one of our major problems. If we had the money to work with, and this is something that the other people have spoken about, we could validate as we call it over 60 percent of our attendance districts. They would be eligible for title I services.

Language problems, as I mentioned, are very serious to the city of Hartford. We estimate that some 16 percent of our youngsters require special training primarily because of a Spanish-speaking background, although we have at least 15 other languages represented in the city. Our student mobility problem is extremely high.

Three years ago we checked this out and the student mobility averaged 40 percent. But in five of our poverty schools the figure exceeded the 60-percent mark. We found that in these particular schools the students were staying generally within the city. This is with the exception of the Puerto Rican youngsters, and were moving from school to school. We do not have a comprehensive student information system, so it is awfully difficult to track these kids and make sure we have a prescribative program to suit their needs. Last year we had almost 9,000 school-age children from families receiving ADC payments, and another 2,200 youngsters coming from families who were helped by city welfare. The ADC figure was about 30 percent of the total cases in the State of Connecticut as a whole.

In 1960, as you know, we had at least 10,000 youngsters that came from families with an income of less than $4,000, and we know that this has increased significantly. We are hoping that the 1970 census figures will help us bring up our eligible total in this respect.

We have had difficulty with the school dropout problem. During the last 3 years it has risen from 8.3 to 9.4 percent. Of these students, 60 percent are from minority ethnic groups, with the majority Puerto Ricans. These youngsters come to our city. They are illiterate both in English and in Spanish. We put them in a comprehensive program and it does not meet their needs, and they drop out of school. For Hartford, title I has been in many ways a kind of mixed blessing. When title I came into existence in 1965–66 we had already done some comprehensive planning. So we determined pretty much what the needs of the city were. We also had available to us a little bit before the title I money came in Public Act 35 which is a State act for disadvantaged children. For all practical purposes this is a Connecticut title I program. Consequently, we have been able to supplement title I services to a considerable extent with this amount of money. Last year we had, for example, title I of about $1,800,000. We had virtually a comparable amount from State funds. Given about $300 per student, we could serve approximately 6,200 youngsters with title I money. We have, however, about 17,000 youngsters.

So you can see, this is basically a drop in the bucket. Over the 5 years in which title I has been in existence we modified our program quite a bit.

During the last year, 1969–70, we put about $700,000 in title I money, or 2 percent of our total entitlement, into Project Concern, which is a regional program and interschool cooperation, involving 1,600 youngsters. It has been called a desegregation program and it has been exemplified in a number of communities. We have coordinated with Newark, New York, with New Haven, Conn., and they are operating the same kind of program. These youngsters are sent to suburban schools in about 35 communities. Right now 99 schools are involved. They are sent to some of our nonintegrated schools, and they are sent to nonpublic and parochial schools in the area.

We have done an evaluation on this. This costs, incidentally, about $1,500 per youngster. We have discovered that the youngsters who have been in the program are gradually reaching national norms in reading. We did not go in and test these kids. We tried this a couple of years in a row. We did have the State department of education go in and look at the test scores of the youngsters in the serving communities. We took the actual test scores that were administered and compared these scores with the citywide average in Hartford and the various communities. We found that if the youngsters were put in the program early enough, and if they stayed in the program long enough, their gains began to approach the national norm. They are now about 5 months below the national norm at the fourth-grade level. This is quite an achievement we feel.

Last year we spent about $153,000 on nonpublic school programs. Here again substantial progress in reading achievement was reported for over 800 youngsters. We do not have the final 1969–70 evaluation. It is presently being put together. It has been written. But we expect, from preliminary information that was available just before I left, that once again the achievement gains will be significant ones. Incidentally, last year the report that was prepared by one of our coordinators was cited as an exemplary one for the State of Connecticut. We have done a number of things to maximize the effects of title I funding, and among these has been the expansion of the programs funded under our State act or the expansion of programs.

For example, we brought Project Read services to the validated schools of Hartford. This is basically a decoding program. We have had it in existence for 2 full years, and we have evaluated this and discovered the kids are beginning to approach citywide averages in two of our toughest ghetto schools and national averages in the nonvalidated schools. This is paid for out of regular board funds. We feel this kind of approach is the kind of approach we want in Hartford to individualize reading instruction and help the kids get the basic skills necessary for school and life. Because of the scope of our urban problems we sometimes supplement board funding programs with title I funds.

Last year we helped teachers learn to operate in two of our special programs, what we call open space learning, multiinstructional areas. While it is still too early to evaluate the effects of this training, we do have a comprehensive evaluation underway.

We do know that the youngsters in the entire community have accepted these particular models. My superintendent said that the committee would question me on the statement that you can look at happy and busy children's faces in the open space learning. During the strike, some of the substitutes noted in the open space model where we had ungraded situations from K up through grade 4, when the substitutes came in they were almost not needed. The kids knew exactly what to do and the kind of things that were expected of them, and they went to work. This is some sort of testimony on the effect of this program on inner city learning.

Another program that we are particularly proud of is what we call higher horizons 100. Here each year we take about 100 ninth-grade youngsters and give them a comprehensive educational program which includes math skill and reading program and cultural activities. In each of the past 5 years we have done an evaluation of the program and have discovered significant gains, sometimes exceeding the 0.01 level in reading and math, in writing skills, and in some cases listening skills.

This pilot evaluation we felt was so good that we have extended this program under title I to include two other target high schools and one non-English-speaking junior high school as well. During the last 5 years we have learned a lot about compensatory education. We do not think the bandaid approach to urban education will work. We do not think we can take small projects and attempt to cover all the gaps of deprivation that are in existence in our city. In order to get away from this kind of thing, we have developed a concept which we call Hartford 74. This is a centralized program of planning, right now planning and implementation, which should take place over the next 5 years, funded with some title III money, with foundation money, but primarily out of our own pockets, to get to one particular urban goal, and this is individualized learning.

We feel we have to recognize the needs and desires for each individual youngster. We cannot have group programs. We must aim toward individualized learning and we must go in the direction of prescriptive education. This concept, we feel, may provide the answer to the problems of city education because we are tailoring programs toward individual youngsters and we are not trying to get youngsters to fit themselves into a particular curriculum.

During the last 5 years, title I money has helped the kids of Hartford. But programs like Hartford 74 and the other kinds of things we have envisioned require still more money. They require an early commitment of ESEA money so we know what kinds of things we are going to be working with. We need some freedom to use the funds to benefit the kids as much as possible. We have accepted Congress' emphasis on evaluation. In fact, the superintendent has said that the system must become totally accountable not to the Congress and State legislature, but to the taxpayers, the community, and the youngsters as well. So, consequently, we not only evaluate title I programs, but State programs and, hopefully, every other program as well.

With Hartford 74 this is a mandate. We cannot put in programs without evaluation and without something to base our decisions on. This is, we hope, the hope for the kids of Hartford.

The CHAIRMAN. I have one question.

From the standpoint of the Hartford school system, do you consider more funding for title I of top priority insofar as improving the Elementary and Secondary Education Act is concerned?

Dr. NEARINE. Yes, sir.

The CHAIRMAN. Is that the chief obstacle to the achievement of greater results?

Dr. NEARINE. I think one of the chief obstacles is the lack of money, whether it comes from title I or other sources. Certainly title I is needed, and increased amounts.

The CHAIRMAN. Do you have any questions, Mr. Hawkins?

Mr. HAWKINS. I have just one or two.

I assume you are also concentrating the money in Hartford, the same as the other cities are beginning to?

Mr. NEARINE. Yes, we are.

Mr. HAWKINS. What amount are you spending on each ESEA child?

Mr. NEARINE. This varies from program to program. Generally it will go from $300 to $1,500 for Project Concern.

Mr. HAWKINS. What percentage of the need is being reached? What percentage of those who are eligible under the title I are actually being served by the programs?

Mr. NEARINE. I would say of the total amount, probably a third.

Mr. HAWKINS. About a third.

Mr. NEARINE. About a third. We do have the State money that we are able to use to supplement the title I. We are able to concentrate programs in this manner.

Mr. HAWKINS. What you are saying is, that at least two-thirds of those who should be receiving specialized compensatory programs are not now being reached.

Mr. NEARINE. Not through title I; no, sir.

Mr. HAWKINS. Are they being reached through any other program?

Mr. NEARINE. To an extent they are. But not as much as we wish they were.

Mr. HAWKINS. Thank you.

The CHAIRMAN. Thank you.

Mr. Radcliffe?

Mr. RADCLIFFE. Thank you, Mr. Chairman.

With respect to your Puerto Rican youngsters, what are your plans for those programs? You talked about a lot of them dropping out of school. Are you working primarily with teaching English as a second language?

Mr. NEARINE. This has been the thrust in the past. We are moving toward the bilingual approach. We do not feel that the ESL program has worked. We put a high horizons 100 program in a Puerto Rican school. We are working right now trying to get an individualized conception going in the four or five elementary schools that have the impacted Puerto Rican population, and also the one high school that houses these youngsters. Right now we are having a lot of difficulty at the high school level.

The CHAIRMAN. Thank you very much, Dr. Nearine, for your appearance here today. You have been most helpful to the committee. I was indeed pleased to hear some of the results obtained from these programs in the city of Hartford.

We will now hear the group from Boston.

STATEMENT OF THOMAS B. McAULIFFE, ASSOCIATE SUPERINTENDENT CURRICULUM AND INSTRUCTION, BOSTON PUBLIC SCHOOLS; ACCOMPANIED BY DANIEL COUGHLIN, DIRECTOR OF TITLE I PROGRAMS AND JOSEPH F. CAREY, DIRECTOR, EDUCATIONAL CENTER

Mr. McAULIFFE. Thank you, Mr. Chairman.

The CHAIRMAN. It happens that this committee has three bills on the floor today. I just wish we had more time, but I am delighted to welcome you gentlemen here.

I understand you have an excellent title I program in the city of Boston. We are most anxious to know how it is presently working and how it can be improved. That goes for the entire ESEA program. Go ahead.

Mr. McAuliffe.

Mr. McAULIFFE. I am Thomas B. McAuliffe, associate superintendent in charge of curriculum and instruction for the Boston public schools. I am grateful for the opportunity to appear before this committee and report on the operation of ESEA programs in the Boston school system.

Boston is in its sixth year of progress under ESEA. Funds available under this act have enabled us to provide programs for approximately 20,000 children a year. Since most of the materials and services provided have come from titles I, II, III, and VII of ESEA, I will confine my remarks to these areas.

TITLE I PROGRAMS

The Boston public school system's involvement in title I ESEA is divided into three components: the elementary enrichment program, the model demonstration subsystem, and the work study program. Title I funds have assisted the city to carry out these exciting, innovative programs in economically disadvantaged areas. During the 1970–71 school year, more than 7,000 pupils will participate in the three projects and approximately 4,000 in a variety of anticipated summer projects.

The elementary enrichment program

The elementary enrichment program is currently functioning in 38 public and 14 nonpublic schools in various geographic areas of the city. The main focus of the program is on the improvement of reading for educationally and economically disadvantaged pupils.

Specifically identified children having the most serious reading deficiencies are provided with supplementary reading instruction. The children meet in groups of five with a special title I reading teacher whose salary is paid by title I funds. This teacher and the group of identified children also are serviced by a teacher aide working in the instructional area under the direction of the teachers. The aide, usually a parent from the local neighborhood, provides services that can best benefit the pupils.

In addition to the reading program, pupils receive the educational benefit of special art, music, and science teachers whose services are not available in schools outside the title I target area. Also assigned to the title I schools are school psychologists and pupil adjustment counselors whose specialized training offers further services to the title I participants.

Supplementary educational materials and equipment are provided for the title I pupils and teacher training programs provide the testing grounds for these items. Pre- and in-service teacher training programs also allow the introduction of new techniques and methods which in turn improve the teaching-learning situation.

Model demonstration subsystem

The model demonstration subsystem is an integral part of the Boston public schools created to serve as a mechanism of change within the system. Its basic role is research oriented—to gain information concerning the dynamics of the developmental classroom and insight on learning disabilities of children in the target poverty area in which its schools are located. The program is located in three schools: The William Monroe Trotter Elementary School which houses the early childhood and elementary components; the Lewis Middle School, which encompasses grades 6, 7, and 8; and the Copley Square High School, which completes the subsystem with grades 9 through 12. The subsystem also has a commitment to disseminate results of instructional research for in-service training.

In all three schools the school staff encourages parent involvement. A newly reorganized advisory council made up of parents seeks to identify the needs of the students served. and to recommend programs to meet these needs. The schools use many materials geared to pupil interests to encourage students to become increasingly responsible for their own learning.

Paid parent aides are an important factor at all levels, but especially in the earlier grades, in bridging the gap between the home and school. Flexible small group instruction is encouraged to improve performance both in basic subjects and in the creative activities. Throughout the subsystem a special effort has been made to provide classrooms with the newest equipment to effect a multimedia approach to learning. Volunteers from among the community resource groups have been used to great advantage by the schools involved.

Work study program

The work study program is designed to provide a concentrated academic program for 3¼ hours per day, with special emphasis on reading, language arts, and basic math skills. For the remainder of the day the students are employed by over 80 mercantile companies in a wide variety of jobs, where each one is paid at least the minimum hourly wage to start.

By combining a specialized academic offering with a productive work component, the program attempts to prevent dropouts at age 16. The specially selected teachers, sympathetic to the needs of this type of student, teach a four-period academic program and then act as the immediate job supervisors, thereby maintaining close supervision over both phases of the program.

Despite the concentration on remediation, a minority of the participating students do not respond sufficiently in their school work to warrant their return to a regular academic program. For these pupils, additional guidance and instruction related to the world of work is provided. These students, and those who are forced to leave school for personal reasons, develop the kind of work habits that will enable them to enter the competitive labor market with the proper attitude and minimal skills.

We know of no other federally funded educational program in which the students themselves are directly responsible for a return on the initial investment in the form of State and Federal taxes.

Anticipated summer programs—1971

Depending on the availability of title I funds, Boston anticipates administering a variety of summer programs for target area pupils and staff members. In past summers, title I has funded many diversified projects, each of which had as its prime objective the provision of services not available under city funds for children.

Potential activities will be selected from among the following: the summer elementary remediation and enrichment laboratories (SEREL), teacher training institutes, dissemination workshops, programs for non-English-speaking pupils, and summer camping programs. These projects could be supplemented by other title I programs geared to improving education for target area children.

Other federally funded programs

I shall now discuss the other programs currently being carried on in the Boston public schools which receive funds under other titles of ESEA.

The movement to establish libraries in junior high and elementary schools was largely stimulated by Boston's use of title II funds. Prior to 1966, there were few school libraries below the high school level. With title II funds, we have nearly doubled our supply of library books and materials. As a result of this welcome addition, many principals have become convinced that books should be organized in central school libraries and circulated home with the students.

As of December 1970, 54 libraries serving more than 30,000 children in elementary and junior high schools have opened. By the spring of 1971. 70 libraries are expected to be in operation. These libraries are run by eight professionals, 15 paid aides and 450 volunteers.

In one area of the city where we have a title III project serving two middle schools and six feeder elementary schools, title II funds have been added to a complex of libraries that serves as a model for the development of libraries in other parts of the city and for the enrollment and training of community people to run those libraries.

Without title II funds, it is probable that Boston would be in the very early stages of developing school libraries below the high school level.

With title III funds, the Boston public schools have been able to pilot a number of imaginative and fruitful programs. With this "seed" money, Boston developed three projects which we are carrying on through the use of local funds.

At the present time, two title III projects are in their last year of funding under the terms of a 3-year Federal grant. One of these, an educational planning center, has proved to be a most significant catalytic agent for change in the operation of our schools. Yet I must, in all honesty, emphasize to you that the severe fiscal constraints of the local tax situation will make it difficult to carry on this operation using local funds. However, in spite of the many problems inherent in starting new, pilot, or exemplary programs, the perspective of 5 years tells me that were it not for title III funds many promising changes in our school system would not have been forthcoming. It is paradoxical that just when my staff has developed an expertise in seeking out and exploiting the use of title III funds, the flow of such funds to our city appears to be drying up.

The Boston bilingual education program is in its second year of operation. The project provides a pilot program of bilingual education for Spanish-speaking students and English-speaking students—ages 6 through 14. There are 10 classes involved in which Spanish-speaking students receive academic instruction in Spanish, English as a second language, and gradual introduction of English in academic areas. English-speaking students receive academic instruction in English, Spanish as a second language, and participate in bilingual language activities with their Spanish-speaking classmates.

The title VII bilingual program has served as a model for a number of bilingual programs established by the Boston public schools. As early as January 1970, the Boston school committee voted $200,000 to establish additional bilingual classes which were modeled on the title VII classes. The various components including staff, staff training, materials acquisition, and bilingual methodology were utilized in the new bilingual program.

The increased emphasis on bilingual education, initiated by the title VII program, encouraged the initiation of a department of bilingual education in the Boston public schools with a bilingual director and a number of assistants. Increased emphasis has been placed on converting the many English second-language classes currently conducted in Boston public schools to bilingual classes. These classes again are modeled on the bilingual program piloted by title VII.

In the 5 years that ESEA funds have provided benefits to the educational program of the city of Boston, I have witnessed unparalleled growth in the services we give to urban children.

Aware of the problems involved in change, I am certain, Mr. Chairman, that the growing complexity of core city educational needs cries for increased input of Federal funds to enable cities such as Boston to implement on-going, vibrant, and essential programs.

The CHAIRMAN. Let me thank you very much, Dr. McAuliffe, for a most excellent statement.

I have one question. How would you suggest to the committee that we improve the results from title I programs?

Mr. MCAULIFFE. May I refer the question to Mr. Coughlin?

Mr. COUGHLIN. Mr. Chairman, I am the director of title I programs. I could only go along with what my colleagues that preceded us here have said. No. 1, we do need more funds. We are in the same position as St. Louis and the other large cities. There are a number of children who qualify under AFDC statistics, but we are not able to service them because we would dilute the program. In addition to more money, I think that one thing all of the superintendents and title I people would like would be earlier notification of funding. As we mentioned in our statement, Mr. McAuliffe said that we anticipate certain summer programs. We are usually still anticipating them in the early spring and we usually receive our summer notification in the late spring.

The **Chairman.** Late funding has been one of the drawbacks to the program.

Mr. **Coughlin.** Yes; Mr. Chairman.

The **Chairman.** It is a drawback to all educational programs.

Mr. **Coughlin.** That is very true.

The **Chairman.** I am hopeful that we get that situation corrected. To what extent is title I underfunded?

Mr. **Coughlin.** Two years ago when our superintendent appeared before this committee, he said that we needed twice what we have. We are currently servicing 57 schools. We have another 34 or 35 schools that are eligible but are not receiving title I funds because they are not high enough on our AFDC list and we are zeroing in on the schools that have the highest incidence of AFDC children attending those schools.

The **Chairman.** What is your suggestion in connection with the so-called block grant approach? Should we fully fund title I before we go in that direction, or would you suggest that we go in that direction before we adequately fund title I?

Mr. **Coughlin.** My own personal opinion is that I would rather see the categorical type with title I coming through. Mr. McAuliffe may comment.

Mr. **McAuliffe.** We would accept funding from any source, of course. However, as Mr. Coughlin has said, I believe the categorical aid perhaps would be more acceptable.

The **Chairman.** Mr. Hawkins.

Mr. **Hawkins.** Mr. McAuliffe, over the 5 years that you have been receiving ESEA funds, has the percentage of Federal funds as compared with State and local funds decreased?

Mr. **McAuliffe.** Mr. Carey.

Mr. **Carey.** I would say the best estimate I could give is that this would probably be a decrease, sir. Our own local budget for the school has skyrocketed. So the best estimate I could give, the Federal funds might have held their own percentagewise, but that would be the best. There is no increase.

You are talking about a percentage basis; you are saying keeping up with the local effort.

The **Chairman.** Yes. Do the State funds remain rather constant?

Mr. **Carey.** Yes. I would estimate that right now percentagewise fairly constant. I would have to say in all honesty our local effort over the last 5 years has increased tremendously.

Mr. **Hawkins.** Have they remained about the same?

Mr. **Carey.** About the same.

Mr. **Hawkins.** Has this meant actually less because of inflation?

Mr. **Carey.** Yes.

Mr. **Hawkins.** Thank you.

The **Chairman.** Are there any questions, Mr. Radcliffe?

Mr. **Radcliffe.** I have just one, if I may, Mr. Chairman.

Speaking about block grants and categorical aid, what did you gentlemen understand block grant to mean when the chairman asked that question, because very often different descriptions of block grants turn out like the committee of the blind examining the elephant.

Mr. Carey. My understanding is that at the present time we are talking about a grant being given to the State with broad discretionary powers at the State level as to how these would be expended by the local educational agencies.

Mr. Radcliffe. Is that the description of a block grant on which you based your response?

Mr. Carey. Partly, yes.

The Chairman. That is the description I had in mind when I put the question.

Mr. Radcliffe. As you gentlemen are well aware, I am sure, a block grant could be even broader. You could have a single grant to the State for every governmental purpose, or it could be very, very narrowly drawn and at that point you would be talking about program consolidation, really, with very specific guidelines rather than the broad type of block grant.

The other question I have is this: You say there are 56 or 57 schools that are receiving title I funds.

Mr. Coughlin. Yes, sir.

Mr. Radcliffe. And there are some 35 schools which, because of the high incidence of aid for dependent children, would qualify but are not receiving.

Mr. Coughlin. That is correct.

Mr. Radcliffe. Would you tell the committee, then, what have you learned in the course of your title I program in the schools that do qualify that you are now utilizing in the ones who are not currently in the program.

Mr. Coughlin. We have begun an indepth dissemination program this year. We have developed materials in our subsystem schools that we have passed on to the nonparticipants. We have developed techniques and have had teacher workshops. But when a school is not a title I participant, we are not allowed to give them any direct funding. But we have come out with various teacher training workshops that have been able to disseminate methods and techniques. We have also had these children from these schools in our summer program. When we offer it to the children in the target area and there are still seats available, the children next on the lists are eligible to attend.

Mr. Radcliffe. Thank you.

The Chairman. Thank you, gentlemen, you have been very helpful.

We have one more witness from Dade County, Fla., Dr. Leonard Britton, associate superintendent.

STATEMENT OF DR. LEONARD BRITTON, ASSOCIATE SUPERINTENDENT FOR INSTRUCTION, DADE COUNTY, FLA.

Dr. Britton. That is correct.

I am associate superintendent for the Dade County school system.

The Chairman. Let me take this opportunity to welcome you here, Dr. Britton. We are certainly delighted to hear from Dade County and you may proceed in any manner you prefer.

Dr. Britton. The request was that I bring a number of copies of a prepared statement but this was not possible. I will send this in a few days.

The CHAIRMAN. I understand.

(Dr. Britton's prepared statement follows:)

STATEMENT BY DR. LEONARD M. BRITTON, ASSOCIATE SUPERINTENDENT FOR INSTRUCTION, DADE COUNTY PUBLIC SCHOOLS, MIAMI, FLA.

I am pleased to be here this morning with regard to the Elementary and Secondary Education Act. The Superintendent of the Dade County Public Schools, Dr. E. L. Whigham, is unable to be here today, therefore I am appearing for him.

Dade County, which is the sixth largest school system in the United States, has participated in all titles of the Elementary and Secondary Education Act since funds were made available in September, 1965. In these six school years Dade County has received about $29.7 million in ESEA funds, including approximately $5.4 million for the current fiscal year. Of the $5.4 million, $3.3 million is for Title I and approximately $300,000 for Title I Migrant program.

Dade County has recognized the Elementary and Secondary Education Act to be a workable piece of federal legislation, and has found it possible to live within its guidelines. Later in this statement, however, I will speak to broadening this act and all federal education legislation to make them more effective in terms of long-range planning.

The ESEA legislation, particularly Title I, strikes at the self-perpetuating cycle of poverty in the United States: poor family—poor education—poor job—poor family. In Dade County, which has a pupil population of about 245,000, Title I touches the lives of 10,000 of the estimated 35–40,000 poor children. Fourteen thousand children are affected by all ESEA Titles. Without question ESEA has become a vital part of our total educational effort.

Having made this strong endorsement of the value of ESEA, permit me to present some specifics regarding our overall program emphases and how ESEA funds have been utilized.

ESEA Title I and III programs in Dade County in the main have had two major emphases: early childhood education and language skills development.

The major effort presently in Title I is Project Language Arts Development (PLAD) which focuses on identified children in grades 1 and 2. This project serves approximately 6,000 children located in 37 of the county's 229 schools. These children are individually served by special instruction from trained teachers and by special instructional materials, as well as additional staffing.

The expectations from these special services are to reduce the language centered gaps between the target pupils and pupils in the regular school population. The elimination of this achievement gap between target pupils and regular pupils is our main compensatory education goal. These services are provided in addition to those provided in the regular courses of school programs.

In addition to these 6,000 first and second graders, Dade County has programs aimed at the secondary student population where the objective is to decrease academic failure and stem the dropout rate. Two projects in these areas are funded by ESEA: the Curriculum Guidance project (Title I), an individualized program for 1,500 students at 16 schools; and a Dropout Prevention Program (Title VIII) for 1,250 target students in our Model Cities school area.

Following our experiences in 1965–68 with Title I, in attempting to serve over 20,000 youngsters in Title I, our efforts in Dade County were redirected to serve fewer and identified youngsters. We are now spending a minimum of an additional $350 on each Title I youngster. In the Title VIII, Dropout Prevention Program, $887 additional is being invested in each participant. Along with this limited student participation, a system of tracing youngsters in the program has been spurred by another ESEA Title III program, Student Information Record System. This has established a locater file on each student in Dade County. It is now possible electronically to trace a youngsters in the program, supplying accurate data on each student's progress.

Since 1968 the Title I planning process has been taken to the school and community level. Within financial parameters and maximum student participation levels, all planning is done around the theme of language development by teachers, principals, project staff, with input from parents.

It has long been clear that the mere addition of people, equipment, and special services does not by itself constitute compensatory education; success in making up for the educational deprivation which stems from poverty requires a strategy for blending these resources in an integrated program that strikes at both roots and consequences of disadvantage. Our Head Start plus Title I PLADS efforts is an attempt at this. Should more money become available we would give first priority to this program and serve all the remaining potential clients in grades 1–2 and then on through grades 3–6 as much as possible.

The details of a fully thought through compensatory education strategy, however, are by no means clear. For one thing, only now, in the sixth year of ESEA, do we have sufficient experience with Title I, or compensatory education programs generally, to begin to fully and fairly evaluate their potential. The unpredictableness of federal funding and the problems of funding by categories have militated against reflective planning. As a result, we have made only limited evaluations of Title I programs. In previous years, lack of data that is at once widely comprehensive and genuinely valid and comparable has made identification of the components of successful compensatory programs most difficult. With the school year 1971–72, we believe we will have the evaluative data and the planning in a form to make a significant evaluative effort in the area of compensatory education.

What is clear, however, even under our previous evaluations, is that among the different programs and approaches labeled as compensatory education, some efforts have paid off. These programs have been evaluated in terms of positive, easily identifiable changes such as improvement in reading scores and improved retention rate of pupils.

We must refine our methods of measuring "success" and must at the same time identify, disseminate and replicate programs that have been demonstrated successful by present evaluation techniques. Only in this way can we hope to improve the overall quality of the Title I effort.

New federal aid programs, particularly those adopted since ESEA began in 1965, have been categorical rather than general purpose. They have brought with them a plethora of specifications and guidelines.

The objectives of these programs are often poorly related to educational purposes, valid or otherwise, held by state and local jurisdictions. Their special-purpose character causes local authorities, including those in Dade, to view them as a conglomeration of projects rather than fundamental parts of a coherent total educational program. If one adds the indefinite and sometimes uncertain nature of federal funding, the problem is manifold.

This view is reinforced by the specifications established by the Office of Education and other federal agencies processing project applications, by guidelines governing the administration of the projects, and by criteria by which results are evaluated. These specifications, guidelines, and criteria, however well-intentioned, are frequently restrictive and antagonizing to those of us who labor at the local level.

Indeed, special-purpose aid, which provides massive bestowals of gifts of money for special sectors of schooling, is in itself a form of federal control over the development of education. We have found the programs available are shaping our long-range planning, instead of the reverse. This is dysfunctional to a properly planned educational program. This is not to suggest that federal financial support for education has been harmful or ineffective; it does suggest that bureaucrats in Washington now exercise considerable control over local education.

How then should public control of education be distributed among the various levels of government Hopefully, we are moving toward a national federalism in which federal, state, and local agencies share in the planning, operation, and evaluation.

But if direct federal control is to be avoided, the state and local educational agencies must be improved and their leadership strengthened to render unnecessary federal incursions designed to ameliorate educational neglect. In addition, a well-defined national policy on education is long overdue. *No moneys should be allocated to the States in any form of bloc grants until the States also develop their own well-defined policy statement.* Spasmodic, crisis-oriented federal legislation, with its often unanticipated and sometimes unfortunate dislocations of federal-state-local relations, must be supplanted by a coherent, rational long-range plan for the general improvement of the nation's schools.

The proliferation of federal agencies engaged in the administration of educational programs must be reduced. Categorical federal subventions with their specifications and guidelines must be supplanted, as much as possible, by general-purpose aid or "functional block grants" for use by the States, to meet not only national problems but to solve also their own problems, which vary widely among the States.

Up to now, as pointed out, federal aid has invariably been in the form we call "categorical aid." Its aim has been to encourage the state and local communities to do something about particular educational problems nationwide in scope. Over the years the number of these categorical programs of federal aid has grown. The Office of Education now has over one hundred of them to administer.

I am not proposing, however, that the federal government at this time completely turn its back on categorical aid. The categorical grant has had a long and popular history. It is politically popular. In the words of the Advisory Commission on Inter-Governmental Relations:

"It has demonstrated its usefulness in coping with rural, depression-rooted and urban problems; and has clearly indicated its compatibility with the decentralized, open-access, pragmatic and pluralistic features of the American political system—especially as they are manifested in the Congress."

In view of the virtues of categorical aid, it will probably be used long after general aid has come on the scene. What we will eventually get will no doubt be a new mix of federal aid—a combination of categorical grants with some form or forms of general aid or functional bloc grants.

As for general aid, there are degrees of it. "General aid" is a loose term, one that needs definition in almost every conversation. One man's definition of general aid can be another man's definition of bloc grants. We can be fairly certain of one thing, however: the federal government must move further and further away from its old position of just shoring up the weak spots in American education and must come closer and closer to giving general support. One of the first steps in this direction would be to bring together into one program some of the present categorical programs that have similar purposes. Secretary Richardson's proposals for bloc grants in five major categories, vocational education, impacted aid, aid to the disadvantaged, assistance to the handicapped, and educational support services, is a start in this direction if it is properly financed and if school districts know well in advance what would be available. One point must be stressed; the urban school district must be protected from rural-oriented State Departments of Education as well as safeguards to see that certainly no less than is being spent now on the poor continues. These "functional block grants" as called by the Educational Commission of the States (and there are many possible combinations e.g. one for early childhood education, one for compensatory education, one for construction and materials, and so on) are in truth, categorical grants, but they are much broader than those now in existence and they would give much more latitude to the states.

It may be asked why Dade County, which has been relatively successful in our region in obtaining many forms of categorical aid, is suggesting the direction of "functional block grants" or "general aid" properly funded and appropriated in advance. It is because it is increasingly clear that under present guidelines we are not serving anywhere near the eligible population under categorical aid. We are serving approximately 33 to 40% of the students we believe are eligible for and in need of compensatory education. Interestingly, this is roughly in the same ratio as the national Title I appropriation is to its present authorization. In addition, under categorical grants we find that the definition "disadvantaged" is an extremely difficult term to deal with in defining eligible populations. Another reason is that as student bodies in Dade County are integrated restrictions on use of the Title I money for eligible students may force resegregation. This is antithetical to our stated position of fostering integration.

Perhaps all that can be done by Congress at present in terms of legislation is to raise the authorization level above its present $4,000 level, and seek larger appropriations. Certainly in the welter of federal legislation Title I is less restrictive than many other Titles and Acts. It would be our position that while raising the funding level and seeking larger appropriations is not our primary legislative goal, it is certainly one we would favor.

Dr. Britton. I am very pleased to be here this morning with regard to the Elementary and Secondary Education Act. The superintendent of our schools was unable to be here himself, so I am appearing for and with his approval.

The Chairman. I understand you have some excellent title I programs in Dade County and we want to hear about those programs and have your suggestions on how we can improve those programs.

Dr. Britton. Dade County, which is the sixth largest school system in the United States, has participated and is participating in all titles of the Elementary and Secondary Education Act. In these 6 years, including this year, Dade County has received approximately $29.7 million in ESEA funds which includes $5.2 million for this year alone. Of this, $3.3 million is in title I. About $127,000 for the title I migrant portion, which is rather substantial for Dade County.

The Chairman. Do you feel you have value received from your title I expenditures, and also the expenditures for the migrants?

Dr. Britton. Yes; for the money expended thus far. I may react to you more specifically in my statement.

The Chairman. Go ahead.

Dr. Britton. Dade County has recognized that the Elementary and Secondary Education Act is a workable piece of legislation and we have found it possible to live with the guidelines. Later in my statement I would like to speak to the broadening of this act in all Federal education legislation to make them more effective in terms of long-range educational planning.

The ESEA legislation, particularly title I, which strikes at what we call the self-perpetuating cycle of poverty in the United States, the poor family leading to poor education and leading to poor job and back to a poor family. In Dade County, which has a total population of around 245,000 youngsters, title I touches the lives of 10,000 of the estimated 35,000 to 40,000 poor children who might fall into this category.

In all of our ESEA titles we do serve approximately 14,000 youngsters. Without question, title I has become a very vital part of our total educational effort.

Having made this strong endorsement of the value of ESEA, I would like to be quite specific regarding the overall program emphasis and how the funds have been used in Dade County. We have centered on two major emphases with titles I and III. These are on early childhood education and language skill development. The major effort presently in title I is what we call program language arts developments, or the PLAD program, which focuses in on identified children in grades 1 and 2. This project is serving about 6,000 children located in 37 of our 220 schools. These children are served by special instruction from trained teachers and by special instruction materials as well as additional staffing.

Our expectation from these special services are to reduce the language-centered gaps between the target pupils and pupils in the regular school population. The elimination of this achievement gap between target pupils and regular pupils is our main compensatory education goal.

In addition to these 6,000 first- and second-grade pupils, Dade County has programs aimed at the secondary student population. The objective of the secondary level is to reduce the academic failure and system dropout rate. We have two projects in this area, both funded by ESEA. One is called the curriculum guidance program under title I which serves about 1,500 pupils and we have a very extensive dropout prevention program, title VIII in our model cities area serving about 1,250 pupils. Following our experiences from 1965 through 1968 when we attempted to serve over 20,000 youngsters in title I, our efforts were redirected to serve newer unidentified pupils beginning last year. We are now spending a minimum of $350 on each title I youngster. In the title VIII dropout prevention program we are spending approximately $887 in addition to what we would normally spend in the country. Along with this limited student participation, we have set up a tracing system whereby we can electronically identify students now and follow through on their performance in schools.

Since 1968, the title I planning process has been taken to the schooling and community level. Within the financial perimeters and maximum student participation level all planning is done around the theme of language development by teachers, principals, project staff, with a great deal of input from parents. It has been clear to us that the mere addition of people and equipment and special services does not by itself constitute compensatory education. Success in making up for the educational deprivation which stems from poverty requires a strategy for blending the resources in an integrated program that strikes at both the roots and consequences of the disadvantage. We have done this by combining our Headstart and title I efforts in an attempt to do this. Should more money become available, we would first give priority to those programs that would serve the remaining potential clients in grades 1 and 2 and on grades 3 through 6 as money becomes available The details of a fully thought-through compensatory education strategy is by no means clear. For one thing, only now in the sixth year of ESEA do we have sufficient experience with title I or compensatory education programs generally to begin to fully and fairly evaluate their potential.

The unpredictableness of Federal funding and the problem of funding by categories has militated against reflective planning.

As a result, we have made only limited evaluations of the title I programs. In previous years, lack of data that is at once widely comprehensive have made identification of the components of the successful compensatory programs most difficult. With the school year 1971–72 we believe we will have the evaluative data in the planning and form to make significant evaluations in the area of compensatory education.

What is clear, even under our previous evaluations, is that among the different programs and approaches some efforts have paid off. These programs have been evaluated in terms of positive early identifiable changes such as improvement in reading scores and the improved retention rate of our pupils.

New Federal aid programs, particularly those adopted since ESEA began in 1965, have been categorical rather than general purpose. They have brought with them a plethora of specifications and guidelines. The objectives of these programs are often poorly related to educational purposes, valid or otherwise, held by State and local jurisdictions.

Their special purpose character causes local authorities to view them as a conglomeration of projects rather than fundamental parts of a coherent total educational program.

If one adds the uncertain nature of Federal funding the problem is manifold. This view is reinforced by the specifications established by the Office of Education and other Federal agencies processing project applications, by guidelines governing the administration of the projects, and by criteria by which results are evaluated.

These specifications, guidelines, and criteria, however well-intentioned, are frequently restrictive and antagonizing to those of us who labor at the local level. Indeed, special purpose aid which provides massive gifts of money for special sectors of schooling is itself a Federal control on the development of education. We have found the programs are shaping our long-range planning instead of the reverse. This is disfunctional to a properly planned educational program. This is not to suggest that Federal financial support for education has been harmful or ineffective. It does suggest the bureaucrats in Washington now exercise considerable control over local education. How, then, should public control of education be distributed among the various levels of government? Hopefully, we are moving toward a national federalism in which Federal, State, and local agencies share in the planning, operation, and evaluation. But if direct Federal control is to be avoided, the State and local agencies must be improved and their leadership strengthened to render unnecessary Federal incursions designed to ameliorate education neglect. A well-defined national policy on education is long overdue.

No moneys should be allocated to the States in any form of block grants until the States also develop their own well-defined policy statement.

Spasmodic crisis-oriented Federal legislation with its often unanticipated, sometimes unfortunate dislocations of Federal, State, and local relations must be supplanted by a coherent rational long-range plan for the general improvement of the Nation's schools.

The proliferation of Federal agencies engaged in the administration of educational programs must be reduced. Categorical Federal subventions with their specifications and guidelines must be supplanted as much as possible by general purpose aid or functional block grants for use by the States to meet not only national problems but to solve their own problems which vary greatly among States. Up to now, Federal aid has invariably been in the form of what we call categorical aid. Its aim has to be to encourage the States and local communities to do something about particular educational problems nationwide in scope. Over the years the number of these categorical problems of Federal aid have grown. It is my understanding that the Office of Education has over 100 such programs to administer. I am not proposing, however, that the Federal Government at this time completely turn its back on categorical aid. The categorical grant has had a long and popular history. It is politically popular.

In the words of the Advisory Commission on Intergovernmental Relations, it has demonstrated its usefulness in coping with rural, depression-rooted, and urban problems. It has indicated its compatibility with the decentralized open aspect of the features of the American political system especially as manifested in Congress. In view of the virtues of categorical aid, it would probably be used long after general aid has come onto the scene. What we will eventually get will no doubt be a new mix of Federal aid, a combination of categorical grants with some forms of general aid or functional block grants. As for general aid, there are degrees of it. General aid is a loose term, one that needs definition in almost every conversation. One man's definition of general aid can be another man's definition of block grants. We can be fairly certain of one thing, however, the Federal Government must move further and further away from its old position of just shoring up the weak spots in American education and must come closer and closer to giving general support.

One of the first steps in this direction would be to bring together into one program some of the present categorical programs that have similar purposes. Secretary Richardson's proposals for block grants in five major categories, vocational education, impacted aid, aid to disadvantaged, assistance to the handicapped, and educational support services, is a start in this direction if it is properly financed and if school districts know well in advance what would be available. One point must be stressed. The urban school district must be protected from rural-oriented State departments of education, as well as safeguards to see that certainly no less than is being spent now on the poor continues. These functional block grants, as called by the educational commission of the States, and there are many combinations of these, such as early childhood education, compensatory education, construction, et cetera, are, in truth, categorical grants, but much broader than those now in existence and would give much more latitude to the States.

It may be asked why Dade County, which has been relatively successful in our region obtaining many forms of categorical aid, is suggesting the direction of functional block grants or general aid properly funded and appropriated in advance. It is because it is increasingly clear that under present guidelines we are not serving anywhere near the eligible population under categorical aid. We are serving approximately 33 percent of the students we believe are eligible for, and in need of, compensatory education. Interestingly, this is roughly in the same ratio as the national title I appropriation is to its present authorization. In addition, under categorical grants we find that the definition disadvantaged is an extremely difficult term to deal with in defining eligible populations. Another reason is that student bodies in Dade County are integrated, and restrictions on the use of title I money for eligible students may force resegregation. This is antithetical to our stated position of fostering integration. Perhaps all that can be done by Congress at present in terms of legislation to raise the authorization level above its present $4,000 level and seek full appropriations. Certainly in the welter of Federal education, title I is less restrictive than many other titles and acts. It would be our position that raising the funding level and seeking larger appropriations, while not our primary legislative goal, is certainly one we would favor.

The CHAIRMAN. Let me thank you for a most challenging statement, and I think a statement that will contribute a lot to the committee in its study of the so-called block grant approach. If I read your statement correctly, you have reservations about this approach until title I, for instance, is fully funded, or guidelines are established to make sure that we do not rob Peter to pay Paul. Am I stating the question correctly?

Dr. BRITTON. Yes, sir.

The CHAIRMAN. In other words, you believe that we should build on top of what we already have accomplished and go in the direction of the so-called block grant approach without turning down what we have already accomplished under title I.

Dr. BRITTON. I say yes with some reservations, in that I am realistic to realize that you will probably never get all the money you would like to have for title I, which would mean that if you would not get that, you would not be able to go on to block grants. I think what ought to be done is a better evaluation of title I programs to make sure the States and the local districts are accountable for the money they are spending.

The **Chairman**. You are telling the committee that it would be a mistake, in your judgment, to go in the direction of the so-called block grant approach until ample funds are made available and certain guidelines are established to make sure that we do not tie up programs like title I?

Dr. **Britton**. Yes; I would agree to that, as long as we are certain that the money that is being expended is well used.

The **Chairman**. Thank you.

Mr. Radcliffe.

Mr. **Radcliffe**. Dr. Britton, first of all, as minority counsel, I am sorry our members are not here today because this in an excellent statement. I wish everyone of our members on both sides could have been here, Mr. Chairman, to have heard it. I would like to try to get copies of the notes if you are making a statement from notes so that we can get the substance of it to our members.

The **Chairman**. I want to compliment you for your statement.

Mr. **Radcliffe**. May I ask one clarification? I take it from your statement that you would agree categorical grants and block grants and general aid can be described in a variety of ways, and it very much depends upon the specifics of what you are describing.

Dr. **Britton**. Yes; a well defined statement.

Mr. **Radcliffe**. You could not really react or respond adequately to the chairman's question without the specifics. Let me just ask you finally: You are, as I understand it, saying that we should begin to thoroughly reexamine all of our existing Federal programs to see how they could be better packaged to serve State and local educational needs. There is no disagreement about that.

Dr. **Britton**. Without question, I would agree to this.

Mr. **Radcliffe**. Thank you.

The **Chairman**. Thank you very much, Dr. Britton. You have been most helpful to the committee. I hope to visit some of your most worthwhile title I programs sometime in the future.

(Whereupon, at 11:50 a.m., the committee adjourned.)